SUMMARY

4-28. Campaign design may very well be the most important aspect of countering an insurgency. It is certainly the area in which the commander and staff can have the most influence. Design is not a function to be accomplished, but rather a living process. It should reflect ongoing learning and adaptation and the growing appreciation counterinsurgents share for the environment and all actors within it, especially the insurgents, populace, and HN government. Though design precedes planning, it continues throughout planning, preparation, and execution. It is dynamic, even as the environment and the counterinsurgents' understanding of the environment is dynamic. The resulting growth in understanding requires integrated assessment and a rich dialog among leaders at various levels to determine the need for adaptation throughout the COIN force. Design should reflect a comprehensive approach that works across all LLOs in a manner applicable to the stage of the campaign. There should only be one campaign and therefore one design. This single campaign should bring in all players, with particular attention placed on the HN participants. Design and operations are integral to the COIN imperative to "Learn and Adapt," enabling a continuous cycle of design-learn-redesign to achieve the end state.

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Chapter 5
Executing Counterinsurgency Operations

It is a persistently methodical approach and steady pressure which will gradually wear the insurgent down. The government must not allow itself to be diverted either by countermoves on the part of the insurgent or by the critics on its own side who will be seeking a simpler and quicker solution. There are no short-cuts and no gimmicks.

Sir Robert Thompson,
Defeating Communist Insurgency: The Lessons of Malaya and Vietnam, 1966 [2]

This chapter addresses principles and tactics for executing counterinsurgency (COIN) operations. It begins by describing the different stages of a COIN operation and logical lines of operations that commanders can use to design one. It continues with discussions of three COIN approaches and how to continuously assess a COIN operation. The chapter concludes by describing lethal and nonlethal targeting in a COIN environment.

THE NATURE OF COUNTERINSURGENCY OPERATIONS

5-1. Counterinsurgency (COIN) operations require synchronized application of military, paramilitary, political, economic, psychological, and civic actions. Successful counterinsurgents support or develop local institutions with legitimacy and the ability to provide basic services, economic opportunity, public order, and security. The political issues at stake are often rooted in culture, ideology, societal tensions, and injustice. As such, they defy nonviolent solutions. Military forces can compel obedience and secure areas; however, they cannot by themselves achieve the political settlement needed to resolve the situation. Successful COIN efforts include civilian agencies, U.S. military forces, and multinational forces. These efforts purposefully attack the basis for the insurgency rather than just its fighters and comprehensively address the host nation's core problems. Host-nation (HN) leaders must be purposefully engaged in this effort and ultimately must take lead responsibility for it.

5-2. There are five overarching requirements for successful COIN operations:

- U.S. and HN military commanders and the HN government together must devise the plan for attacking the insurgents' strategy and focusing the collective effort to bolster or restore government legitimacy.
- HN forces and other counterinsurgents must establish control of one or more areas from which to operate. HN forces must secure the people continuously within these areas.
- Operations should be initiated from the HN government's areas of strength against areas under insurgent control. The host nation must retain or regain control of the major population centers to stabilize the situation, secure the government's support base, and maintain the government's legitimacy.
- Regaining control of insurgent areas requires the HN government to expand operations to secure and support the population. If the insurgents have established firm control of a region, their military apparatus there must be eliminated and their politico-administrative apparatus rooted out.
- Information operations (IO) must be aggressively employed to accomplish the following:

[2]

- Favorably influence perceptions of HN legitimacy and capabilities.
- Obtain local, regional, and international support for COIN operations.
- Publicize insurgent violence.
- Discredit insurgent propaganda and provide a more compelling alternative to the insurgent ideology and narrative.

5-3. COIN operations combine offensive, defensive, and stability operations to achieve the stable and secure environment needed for effective governance, essential services, and economic development. The focus of COIN operations generally progresses through three indistinct stages that can be envisioned with a medical analogy:

- Stop the bleeding.
- Inpatient care—recovery.
- Outpatient care—movement to self-sufficiency.

Understanding this evolution and recognizing the relative maturity of the operational environment are important to the conduct (planning, preparation, execution, and assessment) of COIN operations. This knowledge allows commanders to ensure that their activities are appropriate to the current situation.

INITIAL STAGE: "STOP THE BLEEDING"

5-4. Initially, COIN operations are similar to emergency first aid for the patient. The goal is to protect the population, break the insurgents' initiative and momentum, and set the conditions for further engagement. Limited offensive operations may be undertaken, but are complemented by stability operations focused on civil security. During this stage, friendly and enemy information needed to complete the common operational picture is collected and initial running estimates are developed. Counterinsurgents also begin shaping the information environment, including the expectations of the local populace.

MIDDLE STAGE: "INPATIENT CARE—RECOVERY"

5-5. The middle stage is characterized by efforts aimed at assisting the patient through long-term recovery or restoration of health—which in this case means achieving stability. Counterinsurgents are most active here, working aggressively along all logical lines of operations (LLOs). The desire in this stage is to develop and build resident capability and capacity in the HN government and security forces. As civil security is assured, focus expands to include governance, provision of essential services, and stimulation of economic development. Relationships with HN counterparts in the government and security forces and with the local populace are developed and strengthened. These relationships increase the flow of human and other types of intelligence. This intelligence facilitates measured offensive operations in conjunction with the HN security forces. The host nation increases its legitimacy through providing security, expanding effective governance, providing essential services, and achieving incremental success in meeting public expectations.

LATE STAGE: "OUTPATIENT CARE—MOVEMENT TO SELF-SUFFICIENCY"

5-6. Stage three is characterized by the expansion of stability operations across contested regions, ideally using HN forces. The main goal for this stage is to transition responsibility for COIN operations to HN leadership. In this stage, the multinational force works with the host nation in an increasingly supporting role, turning over responsibility wherever and whenever appropriate. Quick reaction forces and fire support capabilities may still be needed in some areas, but more functions along all LLOs are performed by HN forces with the low-key assistance of multinational advisors. As the security, governing, and economic capacity of the host nation increases, the need for foreign assistance is reduced. At this stage, the host nation has established or reestablished the systems needed to provide effective and stable government that sustains the rule of law. The government secures its citizens continuously, sustains and builds legitimacy through effective governance, has effectively isolated the insurgency, and can manage and meet the expectations of the nation's entire population.

LOGICAL LINES OF OPERATIONS IN COUNTERINSURGENCY

5-7. Commanders use LLOs to visualize, describe, and direct operations when positional reference to enemy forces has little relevance. (See figure 5-1.) LLOs are appropriate for synchronizing operations against enemies that hide among the populace. A plan based on LLOs unifies the efforts of joint, interagency, multinational, and HN forces toward a common purpose. Each LLO represents a conceptual category along which the HN government and COIN force commander intend to attack the insurgent strategy and establish HN government legitimacy. LLOs are closely related. Successful achievement of the end state requires careful coordination of actions undertaken along all LLOs.

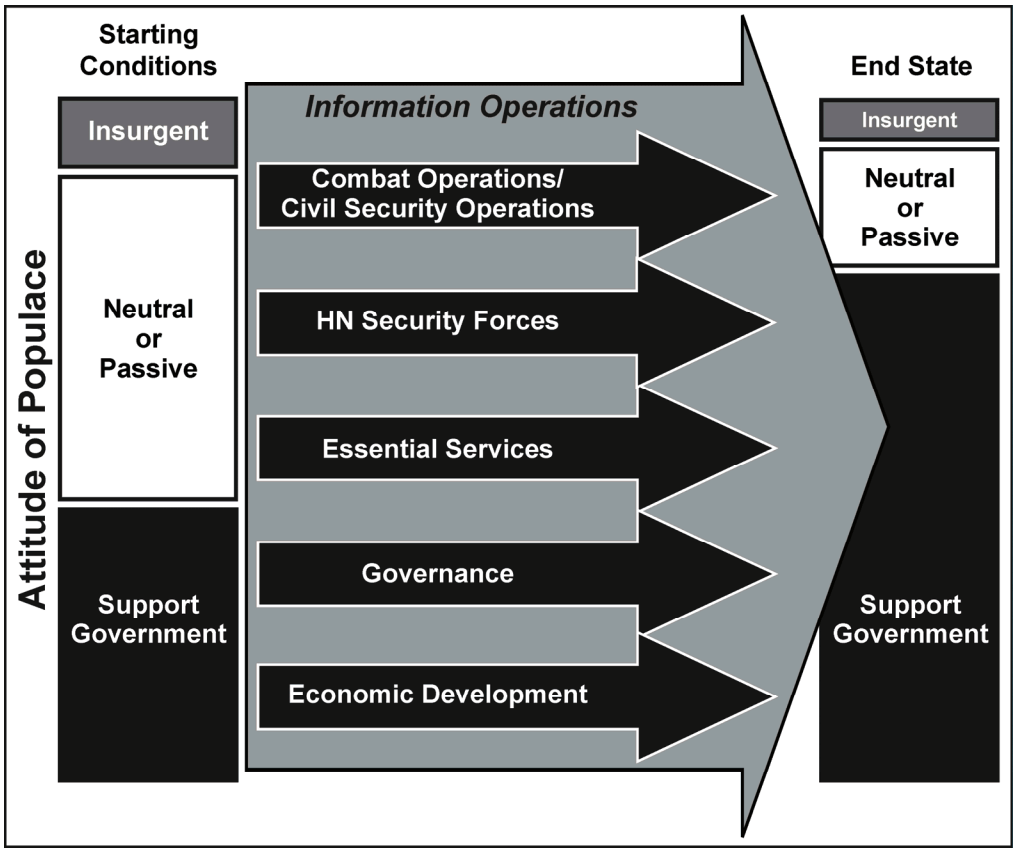

Figure 5-1. Example logical lines of operations for a counterinsurgency

5-8. Success in one LLO reinforces successes in the others. Progress along each LLO contributes to attaining a stable and secure environment for the host nation. Stability is reinforced by popular recognition of the HN government's legitimacy, improved governance, and progressive, substantive reduction of the root causes of the insurgency. There is no list of LLOs that applies in all cases. Commanders select LLOs based on their understanding of the nature of the insurgency and what the COIN force must do to counter it. Commanders designate LLOs that best focus counterinsurgent efforts against the insurgents' subversive strategy.

5-9. Commanders at all echelons can use LLOs. Lower echelon operations are nested within the higher echelon's operational design and LLOs; however, lower echelon operations are conducted based on the operational environment in each unit's area of operations (AO).

5-10. The commander's intent and vision of resolution, expressed as LLOs, describe the design for a COIN operation. Commanders and staffs synchronize activities along all LLOs to gain unity of effort. This approach ensures the LLOs converge on a well-defined, commonly understood end state.

5-11. LLOs are directly related to one another. They connect objectives that, when accomplished, support achieving the end state. Operations designed using LLOs typically employ an extended, event-driven timeline with short-, mid-, and long-term goals. These operations combine the effects of long-term operations, such as neutralizing the insurgent infrastructure, with cyclic and short-term events, like regular trash collection and attacks against insurgent bases. (See figure 5-2.)

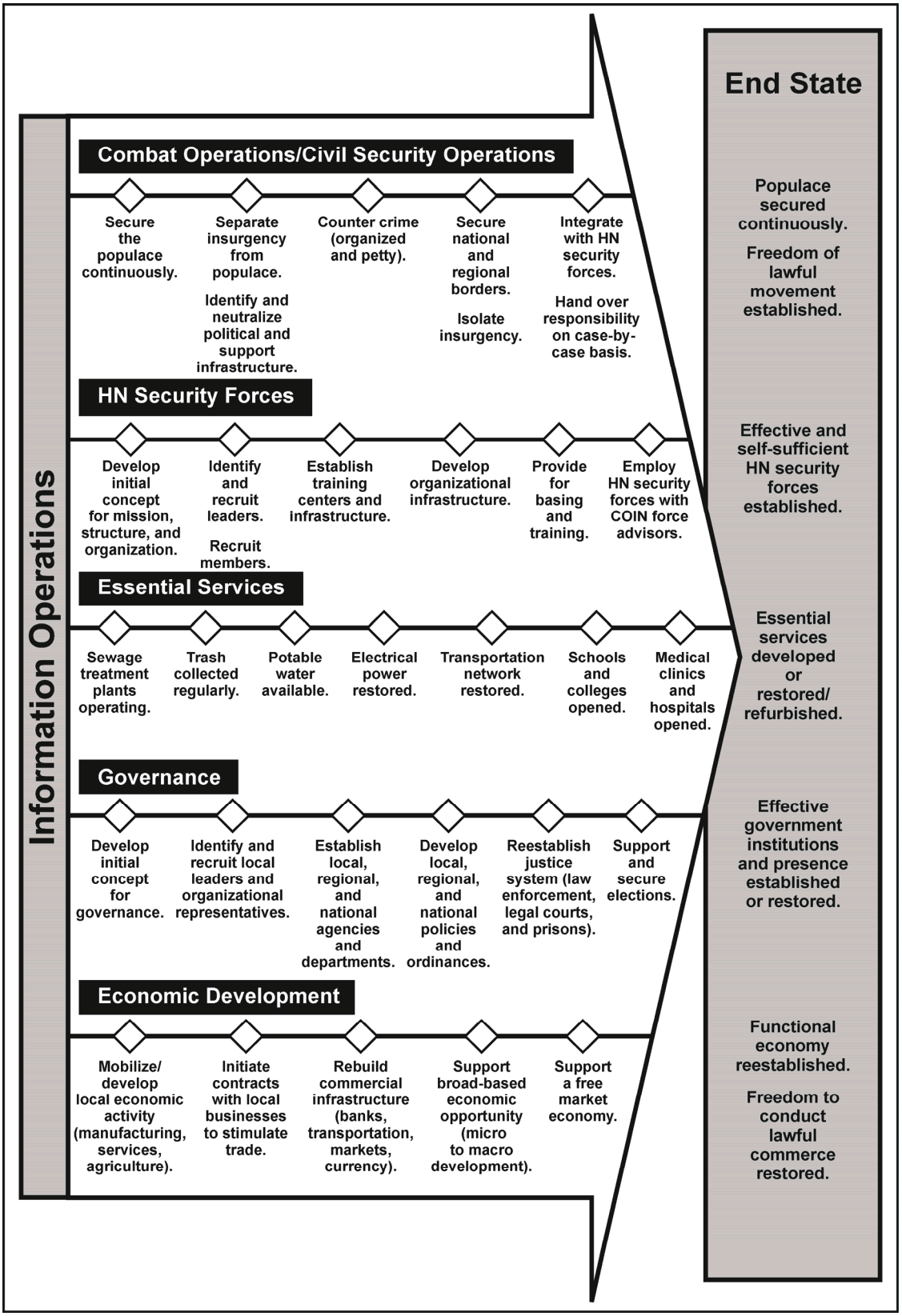

Figure 5-2. Example goals and objectives along logical lines of operations

5-12. Commanders determine which LLOs apply to their AO and how the LLOs connect with and support one another. For example, commanders may conduct offensive and defensive operations to form a shield behind which simultaneous stability operations can maintain a secure environment for the populace. Accomplishing the objectives of combat operations/civil security operations sets the conditions needed to achieve essential services and economic development objectives. When the populace perceives that the environment is safe enough to leave families at home, workers will seek employment or conduct public economic activity. Popular participation in civil and economic life facilitates further provision of essential services and development of greater economic activity. Over time such activities establish an environment that attracts outside capital for further development. Neglecting objectives along one LLO risks creating vulnerable conditions along another that insurgents can exploit. Achieving the desired end state requires linked successes along all LLOs.

5-13. The relationship of LLOs to the overall operation is similar to the stands of a rope. (See figure 5-3.) Each LLO is a separate string. Operations along it cannot accomplish all objectives required for success in a COIN operation. However, a strong rope is created when strands are woven together. The overall COIN effort is further strengthened through IO, which support and enhance operations along all LLOs by highlighting the successes along each one.

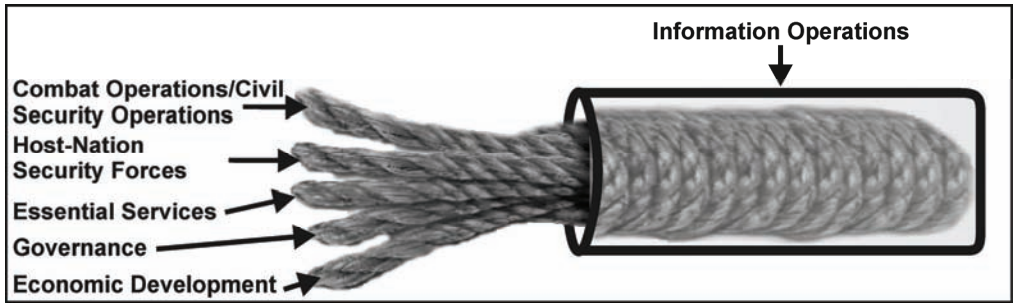

Figure 5-3. The strengthening effect of interrelated logical lines of operations

5-14. LLOs help commanders identify missions, assign tasks, allocate resources, and assess operations. Commanders specify the LLO that is the decisive operation; others shape the operational environment for the decisive operation's success. This prioritization usually changes as COIN operations create insurgent vulnerabilities, insurgents react or adjust their activities, or the environment changes. In this sense, commanders adapt their operations not only to the state of the insurgency, but also to the environment's overall condition. Greater stability indicates progress toward the end state.

5-15. Well-designed operations are based on LLOs that are mutually supportive between echelons and adjacent organizations. For example, similar LLOs among brigade combat teams produce complementary effects, while brigade-level accomplishments reinforce achievement of division objectives. LLOs are normally used at brigade and higher levels, where the staff and unit resources needed to use them are available; however, battalions can use LLOs. Commanders at various levels may expect subordinates to describe their operations in these terms.

5-16. Commanders at all levels should select the LLOs that relate best to achieving the desired end state in accordance with the commander's intent. The following list of possible LLOs is not all inclusive. However, it gives commanders a place to start:

- Conduct information operations.
- Conduct combat operations/civil security operations.
- Train and employ HN security forces.
- Establish or restore essential services.
- Support development of better governance.
- Support economic development.

The Importance of Multiple Lines of Operations in COIN

The Chinese Civil War illustrates the importance of pursuing and linking multiple logical lines of operations. Chiang Kai-shek's defeat in 1949 resulted from his failure to properly establish security, good governance, the rule of law, essential services, and economic stability. Failures in each undermined his government's position in the others.

In China during 1945, Chiang Kai-shek adopted a strategy to secure and defend the coastal financial and industrial centers from the communist insurgency led by Mao Zedong. These areas had been the Chinese government's prewar core support areas. Although a logical plan, this strategy suffered in implementation. Republic of China administration and military forces were often corrupt. They neither provided good governance and security nor facilitated provision of essential services. Furthermore, the government, because of an insufficient number of soldiers, relied on warlord forces, which lacked quality and discipline. Their actions undermined the legitimacy of and popular support for the government within the very core areas vital to government rejuvenation. Likewise, when government forces attempted to reestablish their presence in the Chinese countryside, their undisciplined conduct towards the rural populace further undermined the legitimacy of the Chinese government. Because of these actions, Chiang's forces were unable to secure or expand their support base.

As a result, there was increasing lack of material and political support for the government, whose legitimacy was undercut. The government's inability to enforce ethical adherence to the rule of law by its officials and forces, combined with widespread corruption and economic collapse, served to move millions from being supporters into the undecided middle. When economic chaos eliminated any government ability to fund even proper and justified efforts, an insurgent victory led by the Chinese Communist Party became inevitable.

As government defeat followed defeat, a collapse of morale magnified the impact of material shortages. Chiang's defeat in Manchuria, in particular, created a psychological loss of support within China It caused economic dislocation due to substantial price inflation of foodstuffs and sowed discord and dissension among government allies. As the regime lost moral authority, it also faced a decreasing ability to govern. All these factors served to create a mythical yet very powerful psychological impression that the success of the Chinese Communist Party was historically inevitable. The failure of the leaders of the Republic of China to address the requirements of logical lines of operations like good governance, economic development, and essential services magnified their military shortcomings and forced their abandonment of the Chinese mainland.

5-17. These lines can be customized, renamed, changed altogether, or simply not used. Commanders may combine two or more of the listed LLOs or split one LLO into several. For example, IO are integrated into all LLOs; however, commanders may designate a separate LLO for IO if necessary to better describe their intent. Likewise, some commanders may designate separate LLOs for combat operations and civil security operations.

5-18. LLOs should be used to isolate the insurgents from the population, address and correct the root causes of the insurgency, and create or reinforce the societal systems required to sustain the legitimacy of the HN government. The following discussion addresses six LLOs common during COIN operations. The IO LLO may be the most important one. However, IO are interwoven throughout all LLOs and shape the information environment in which COIN operations are executed.

CONDUCT INFORMATION OPERATIONS

5-19. The IO LLO may often be the decisive LLO. By shaping the information environment, IO make significant contributions to setting conditions for the success of all other LLOs. (See JP 3-13 and FM 3-13 for IO doctrine. IO include elements not addressed here.) By publicizing government policies, the actual situation, and counterinsurgent accomplishments, IO, synchronized with public affairs, can neutralize insurgent propaganda and false claims. Major IO task categories include the following:

- Ensure that IO are synchronized at all levels and nested within the interagency strategic communications operation.
- Identify all the audiences (local, regional, and international), the various news cycles, and how to reach them with the HN government's message.
- Manage the local populace's expectations regarding what counterinsurgents can achieve.
- Develop common, multiechelon themes based on and consistent with HN government policies and the operation's objectives. Sustain unity of the message.
- Coordinate and provide a comprehensive assessment of the information environment, incorporating the activities of all other LLOs.
- Remember actions always speak louder than words—every Soldier and Marine is an integral part of IO communications. IO are executed every day through the actions of firm, fair, professional, and alert Soldiers and Marines on the streets among the populace.
- Work to establish and sustain transparency that helps maintain HN government legitimacy.

5-20. Commanders and staffs synchronize IO with operations along all other LLOs. IO address and manage the public's expectations by reporting and explaining HN government and counterinsurgent actions. When effectively used, IO address the subject of root causes that insurgents use to gain support. (Table 5-1) lists considerations for developing the IO LLO.)

5-21. IO are tailored to address the concerns of the populace of specific areas. IO should inform the public of successfully completed projects and improvements, including accomplishments in security, infrastructure, essential services, and economic development. This publicity furthers popular acceptance of the HN government's legitimacy.

5-22. Effective IO use consistent themes based on policy, facts, and deeds—not claims or future plans, because these can be thwarted. Themes must be reinforced by actions along all LLOs. Making unsubstantiated claims can undermine the long-term credibility and legitimacy of the HN government. Counterinsurgents should never knowingly commit themselves to an action that cannot be completed. However, to reduce the negative effects of a broken promise, counterinsurgents should publicly address the reasons expectations cannot be met before insurgents can take advantage of them.

5-23. Command themes and messages based on policy should be distributed simultaneously or as soon as possible using all available media. Radio, television, newspapers, flyers, billboards, and the Internet are all useful dissemination means. Polling and analysis should be conducted to determine which media allow the widest dissemination of themes to the desired audiences at the local, regional, national, and international levels.

5-24. Insurgents are not constrained by truth; they create propaganda that furthers their aims. Insurgent propaganda may include lying, deception, and creating false causes. Historically, as the environment changes, insurgents change their message to address the issues that gain them support. IO should point out the insurgency's propaganda and lies to the local populace. Doing so creates doubt regarding the viability of the insurgents' short- and long-term intentions among the uncommitted public and the insurgency's supporters.

Table 5-1. Considerations for developing the information operations LLO

- Consider word choices carefully. Words are important—they have specific meanings and describe policy. For example, are counterinsurgents liberators or occupiers? Occupiers generate a "resistance," whereas liberators may be welcomed for a time. Soldiers and Marines can be influenced likewise. In a conflict among the people, terms like "battlefield" influence perceptions and confuse the critical nature of a synchronized approach. Refrain from referring to and considering the area of operations as a "battlefield" or it may continue to be one.
- Publicize insurgent violence and use of terror to discredit the insurgency. Identify barbaric actions by extremists and the insurgents' disregard for civilian losses.
- Admit mistakes (or actions perceived as mistakes) quickly. Explain these mistakes and actions as fully as possible—including mistakes committed by U.S. military forces. However, do not attempt to explain actions by the host-nation government. Instead encourage host-nation officials to handle such information themselves. They know the cultural implications of their actions better, and honesty should help to build legitimacy.
- Highlight successes of the host-nation government and counterinsurgents promptly. Positive results speak loudly and resonate with people. Do not delay announcements while waiting for all results. Initiate communications immediately to let people know what counterinsurgents are doing and why. Delaying announcements creates "old news" and misses news cycles.
- Respond quickly to insurgent propaganda. Delaying responses can let the insurgent story dominate several news cycles. That situation can lead to the insurgents' version of events becoming widespread and accepted. This consideration may require giving increased information assets and responsibilities to lower level leaders.
- Shape the populace's expectations. People generally expect too much too soon. When the host-nation government or counterinsurgency force is slow to deliver, people become easily and perhaps unfairly disgruntled.
- Give the populace some way to voice their opinions and grievances, even if that activity appears at first to cause friction. Such opportunities are important to both the formal political process and to informal, local issues (where government touches people directly). Develop a feedback mechanism from the populace to the local government to identify needs and align perceptions.
- Keep Soldiers and Marines engaged with the populace. Presence patrols facilitate Soldiers and Marines mingling with the people. As the populace and counterinsurgents learn to know each other better, two-way communication develops, building trust and producing intelligence.
- Conduct ongoing perception assessments. Identify leaders who influence the people at the local, regional, and national levels. Determine a population's relevant lines of loyalty as accurately as possible.
- Treat detainees professionally and publicize their treatment. Arrange for host-nation leaders to visit and tour your detention facility. Consider allowing them to speak to detainees and eat the same food detainees receive. If news media or host-nation government representatives visit your detention facility, allow them as much access as prudent. Provide a guided tour and explain your procedures.
- Consider encouraging host-nation leaders to provide a forum for initiating a dialog with the opposition. This does not equate to "negotiating with terrorists." It is an attempt to open the door to mutual understanding. There may be no common ground and the animosity may be such that nothing specifically or directly comes of the dialog. However, if counterinsurgents are talking with their adversaries, they are using a positive approach and may learn something useful. If the host nation is reluctant to communicate with insurgents, other counterinsurgents may have to initiate contact. Consider adopting a "We understand why you fight" attitude and stating this position to the insurgents.

- Work to convince insurgent leaders that the time for resistance has ended and that other ways to accomplish what they desire exist.
- Turn the insurgents' demands on the insurgents. Examine the disputed issues objectively; then work with host-nation leaders to resolve them where possible. Portray any success as a sign of responsiveness and improvement.
- Portray the counterinsurgency force as robust, persistent, and willing to help the population through the present difficulty.
- Learn the insurgents' messages or narratives. Develop countermessages and counter-narratives to attack the insurgents' ideology. Understanding the local culture is required to do this. Host-nation personnel can play a key role.
- Remember that the media's responsibility is to report the news. The standard against which the media should be judged is accuracy complemented by the provision of context and proper characterization of overall trends, not whether it portrays the actions of counterinsurgents, host-nation forces, and host-nation officials positively or negatively.
- Conduct town meetings to assess and address areas where counterinsurgents can make things better.
- When insurgents follow an ideology based on religious extremism, information operations should encourage, strengthen, and protect the society's moderating elements. Command themes need to portray a credible, publicly attractive vision that resonates with local culture. At the same time, commanders should avoid the appearance of interfering in the society's internal religious affairs.

5-25. Impartiality is a common theme for information activities when there are political, social, and sectarian divisions in the host nation. Counterinsurgents should avoid taking sides, when possible. Perceived favoritism can exacerbate civil strife and make counterinsurgents more desirable targets for sectarian violence.

5-26. Effective commanders directly engage in a dialog with the media and communicate command themes and messages personally. The worldwide proliferation of sophisticated communication technologies means that media coverage significantly affects COIN operations at all echelons. Civilian and military media coverage influences the perceptions of the political leaders and public of the host nation, United States, and international community. The media directly influence the attitude of key audiences toward counterinsurgents, their operations, and the opposing insurgency. This situation creates a war of perceptions between insurgents and counterinsurgents conducted continuously using the news media.

5-27. Commanders often directly engage the local populace and stakeholders through face-to-face meetings, town meetings, and community events highlighting counterinsurgent community improvements. These engagements give commanders additional opportunities to assess their efforts' effects, address community issues and concerns, and personally dispel misinformation. These events often occur in the civil-military operations center.

5-28. The media are a permanent part of the information environment. Effective media/public affairs operations are critical to successful military operations. All aspects of military operations are subject to immediate scrutiny. Well-planned, properly coordinated, and clearly expressed themes and messages can significantly clarify confusing situations. Clear, accurate portrayals can improve the effectiveness and morale of counterinsurgents, reinforce the will of the U.S. public, and increase popular support for the HN government. The right messages can reduce misinformation, distractions, confusion, uncertainty, and other factors that cause public distress and undermine the COIN effort. Constructive and transparent information enhances understanding and support for continuing operations against the insurgency.

5-29. There are several methods for working with the media to facilitate accurate and timely information flow. These include the following:

- Embedded media.
- Press conferences.
- Applying resources.
- Network with media outlets.

5-30. Embedded media representatives experience Soldiers' and Marines' perspectives of operations in the COIN environment. Media representatives should be embedded for as long as practicable. Representatives

embedded for weeks become better prepared to present informed reports. Embedding for days rather than weeks risks media representatives not gaining a real understanding of the context of operations. Such short exposure may actually lead to unintended misinformation. The media should be given access to Soldiers and Marines in the field. These young people nearly always do a superb job of articulating the important issues for a broad audience. Given a chance, they can share their courage and sense of purpose with the American people and the world.

5-31. Commanders may hold weekly press conferences to explain operations and provide transparency to the people most affected by COIN efforts. Ideally, these sessions should include the HN media and HN officials. Such events provide opportunities to highlight the accomplishments of counterinsurgents and the HN government.

5-32. Commanders should apply time, effort, and money to establish the proper combination of media outlets and communications to transmit the repetitive themes of HN government accomplishments and insurgent violence against the populace. This might require counterinsurgents to be proactive, alerting the media to news opportunities and perhaps providing transportation or other services to ensure proper coverage. Helping establish effective HN media is another important COIN requirement. A word of caution: the populace and HN media must never perceive that counterinsurgents and HN forces are manipulating the media. Even the slightest appearance of impropriety can undermine the credibility of the COIN force and the host nation.

5-33. Good working relationships between counterinsurgent leaders and members of the U.S. media are in the Nation's interest. Similar relationships can be established with international media sources. When they do not understand COIN efforts, U.S. media representatives portray the situation to the American public based on what they do know. Such reports can be incomplete, if not incorrect. Through professional relationships, military leaders can ensure U.S. citizens better understand what their military is doing in support of the Nation's interests.

5-34. The media are ever present and influence perceptions of the COIN environment. Therefore, successful leaders engage the media, create positive relationships, and help the media tell the story. Operations security must always be maintained; however, security should not be used as an excuse to create a media blackout. In the absence of official information, some media representatives develop stories on their own that may be inaccurate and may not include the COIN force perspective. (See JP 3-61, FM 46-1, FM 3-61.1 for public affairs doctrine.)

CONDUCT COMBAT OPERATIONS/CIVIL SECURITY OPERATIONS

5-35. This LLO is the most familiar to military forces. Care must be taken not to apply too many resources to this LLO at the expense of other LLOs that facilitate the development or reinforcement of the HN government's legitimacy. Commanders may describe actions related to combat operations and civil security operations as a single LLO or as multiple LLOs. Commanders base their decision on conditions in the AO and their objectives. (Table 5-2 [page 5-12] lists considerations for developing the combat operations/civil security LLO.)

5-36. Under full spectrum operations, forces conduct simultaneous offensive, defensive, and stability operations. Offensive and defensive operations focus on defeating enemy forces. Security operations, including area security, pertain to actions taken to protect the force. They are associated with offensive and defensive operations. In contrast, stability operations focus on security and control of areas, resources, and populations. Civil security and civil control are types of stability operations. Army commanders expect a mission of protecting and providing security for a population to be expressed in terms of civil security or civil control.

5-37. Within the COIN context, Marine Corps doctrine does not draw a distinction in this manner; rather, it places tasks related to civil security and area security under combat operations. A Marine force assigned an area security mission during a COIN operation executes it as a combat operation. The force establishes and maintains measures to protect people and infrastructure from hostile acts or influences while actively seeking out and engaging insurgent forces.

Table 5-2. Considerations for developing the combat operations/civil security operations LLO

- Develop cultural intelligence, which assumes a prominent role. Make every effort to learn as much about the environment as possible. Human dynamics tend to matter the most.
- Ensure that rules of engagement adequately guide Soldiers and Marines engaged in combat while encouraging the prudent use of force commensurate with mission accomplishment and self-defense.
- Consider how the populace might react when planning tactical situations, even for something as simple as a traffic control point. Anticipate how people might respond to each operation.
- Identify tasks the host-nation government and populace generally perceive to be productive and appropriate for an outside force. Focus counterinsurgents on them.
- Win over, exhaust, divide, capture, or eliminate the senior- and mid-level insurgent leaders as well as network links. (Appendix B discusses networks and links.)
- Frustrate insurgent recruiting.
- Disrupt base areas and sanctuaries.
- Deny outside patronage (external support). Make every effort to stop insurgents from bringing materiel support across international and territorial borders.
- When patrolling in or occupying an area, clear only what the unit intends to hold. Otherwise, the effort will be wasted as the insurgents reoccupy the area. An exception to this policy is when commanders deem disruption of enemy strongholds necessary.
- When Soldiers and Marines interact with the populace, encourage them to treat people with respect to avoid alienating anyone.
- Support efforts to disarm, demobilize, and reintegrate into society members of armed groups outside of government control, such as militias and paramilitary organizations. Also include insurgents who are captured, surrender, or accept amnesty.
- Take a census as soon as is practicable. Help the host-nation government do this. This information can be helpful for learning about the people and meeting their needs. The census also establishes a necessary database for civil security operations.
- Help the host-nation government produce and distribute identification cards. Register all citizens—or at least those nearing a predetermined, adult age. Identification cards may help to track people's movements. This information is useful in identifying illicit activity and also contributes to civil security.

5-38. Insurgents use unlawful violence to weaken the HN government, intimidate people into passive or active support, and murder those who oppose the insurgency. Measured combat operations are always required to address insurgents who cannot be co-opted into operating inside the rule of law. These operations may sometimes require overwhelming force and the killing of fanatic insurgents. However, COIN is "war amongst the people." Combat operations must therefore be executed with an appropriate level of restraint to minimize or avoid injuring innocent people. Not only is there a moral basis for the use of restraint or measured force; there are practical reasons as well. Needlessly harming innocents can turn the populace against the COIN effort. Discriminating use of fires and calculated, disciplined response should characterize COIN operations. Kindness and compassion can often be as important as killing and capturing insurgents.

5-39. Battalion-sized and smaller unit operations are often most effective for countering insurgent activities. Counterinsurgents need to get as close as possible to the people to secure them and glean the maximum amount of quality information. Doing this helps counterinsurgents gain a fluidity of action equal or superior to that of the enemy. This does not mean larger unit operations are not required. Brigades are usually synchronizing headquarters. Divisions shape the environment to set conditions and facilitate brigade and battalion success. The sooner counterinsurgents can execute small-unit operations effectively, the better.

TRAIN AND EMPLOY HOST-NATION SECURITY FORCES

5-40. Most societal and government functions require a secure environment. Although U.S. and multinational forces can provide direct assistance to establish and maintain security, this situation is at best a provisional solution. Ultimately, the host nation must secure its own people. (Table 5-3 lists considerations for developing the HN security forces LLO. Chapter 6 addresses this LLO in detail.)

Table 5-3. Considerations for developing the host-nation security forces LLO

- Understand the security problem. The function, capabilities, and capacities required for host-nation security (military and police) forces should align with the theater strategy, host-nation culture, and the threat these forces face.
- Take a comprehensive approach, beginning with planning. Consult local representatives to determine local needs. Include host-nation government and military authorities as partners. Consult with multinational partners and intergovernmental organizations that may be involved. Share leadership with local authorities to achieve legitimacy in the eyes of the populace.
- Avoid mirror-imaging (trying to make host-nation forces look like the U.S. military). That solution fits few cultures or situations.
- Establish separate training academies for military and police forces. Staff them with multinational personnel. (Tap into the talents of as many nations as possible for this.) Maintaining public order, enforcing laws, and preventing and detecting crime requires a trained and capable host-nation police force. Likewise, an operational penal system providing adequate and humane confinement is needed to support host-nation police and judicial processes.
- Establish mobile training teams.
- Train the host-nation cadre first. Focus on identifying leaders. Use trained leaders to establish new units, staff training academies, and staff mobile training teams (where appropriate).
- Create special-purpose forces based on threats facing the host nation.
  - For police, consider special reaction teams, a counterespionage organization, port security, and public figure security.
  - For the host-nation military, consider riverine operations forces, explosive ordinance disposal, and other specialized units.
- Put host-nation personnel in charge of as much as possible as soon as possible.
- Conduct operations with host-nation forces. Show that you respect their partnership. Once host-nation forces are ready to work with the counterinsurgency force, include them in planning. Encourage host-nation leaders to take ownership of plans and operations as they move toward self-sufficiency.
- Respect host-nation security force leaders in public and private. Show the populace that their security forces have earned counterinsurgents' respect. However, do not tolerate abuses. Base respect on generally upright comportment by host-nation security forces.
- Provide advisors for host-nation units under development. Place liaison officers with trained host-nation units. Make sure all involved understand how an advisor differs from a liaison officer.
- Establish competent military and police administrative structures early. Provision and pay host-nation forces on time. Pay should come from the host-nation organization, not the counterinsurgency force.
- Encourage insurgents to change sides—welcome them in with an "open-arms" policy. However, identify insurgents seeking to join the security forces under false pretext. Vetting repatriated insurgents is a task for the host-nation government in partnership with the country team.
- Encourage the host nation to establish a repatriation or amnesty program to allow insurgents an alternative to the insurgency.

5-41. The U.S. military can help the host nation develop the forces required to establish and sustain stability within its borders. This task usually involves other government agencies and multinational partners. This assistance can include developing, equipping, training, and employing HN security forces. It may extend to operations in which multinational military units fight alongside the newly formed, expanded, or reformed HN forces.

ESTABLISH OR RESTORE ESSENTIAL SERVICES

5-42. Essential services address the life support needs of the HN population. The U.S. military's primary task is normally to provide a safe and secure environment. HN or interagency organizations can then develop the services or infrastructure needed. In an unstable environment, the military may initially have the leading role. Other agencies may not be present or might not have enough capability or capacity to meet HN needs. Therefore, COIN military planning includes preparing to perform these tasks for an extended period. (Table 5-4 lists considerations for developing the essential services LLO.)

Table 5-4. Considerations for developing the essential services LLO

- Make this effort a genuine partnership between counterinsurgents and host-nation authorities. Use as much local leadership, talent, and labor as soon as possible.
- Plan for a macro and a micro assessment effort. Acknowledge early what is known and not known—and honestly appraise what needs to be accomplished. The macro assessment concerns national-level needs; it is long term in focus. The micro assessment focuses on the local level; it determines, by region, specific short-term needs.
- Appreciate local preferences. An accurate needs assessment reflects cultural sensitivity; otherwise, great time and expense can be wasted on something the populace considers of little value. Ask, How do I know this effort matters to the local populace? If there is no answer, the effort may not be important. Host-nation authorities are a good place to start with this question. A local perception assessment may also be useful. (See appendix B.)
- Establish realistic, measurable goals. Establish ways to assess their achievement.
- Form interagency planning teams to discuss design, assessment, and redesign. Recognize and understand other agencies' institutional cultures.
- Meet with representatives from organizations beyond the host-nation government team. Many nongovernmental organizations do not want to appear closely aligned with the counterinsurgency effort. Encourage their participation in planning, even if it means holding meetings in neutral areas. When meeting with these organizations, help them understand mutual interests in achieving local security, stability, and relief objectives.
- Be as transparent as possible with the local populace. Do your best to help people understand what counterinsurgents are doing and why they are doing it.
- Consider the role of women in the society and how this cultural factor may influence these activities.
- Discourage the attitude that counterinsurgents have arrived to "save the day"—or that their arrival will only cause greater problems. Helping the populace understand what is possible avoids frustrations based on unrealized high expectations.

5-43. Counterinsurgents should work closely with the host nation in establishing achievable goals. If lofty goals are set and not achieved, both counterinsurgents and the HN government can lose the populace's respect. The long-term objective is for the host nation to assume full responsibility and accountability for these services. Establishing activities that the HN government is unable to sustain may be counterproductive. IO nested within this LLO manage expectations and ensure that the public understands the problems involved in providing these services, for example, infrastructure sabotage by insurgents. Figure 5-4 shows an example of common essential services categories. Accomplishing objectives in each category contributes to achieving the higher commander's desired end state.

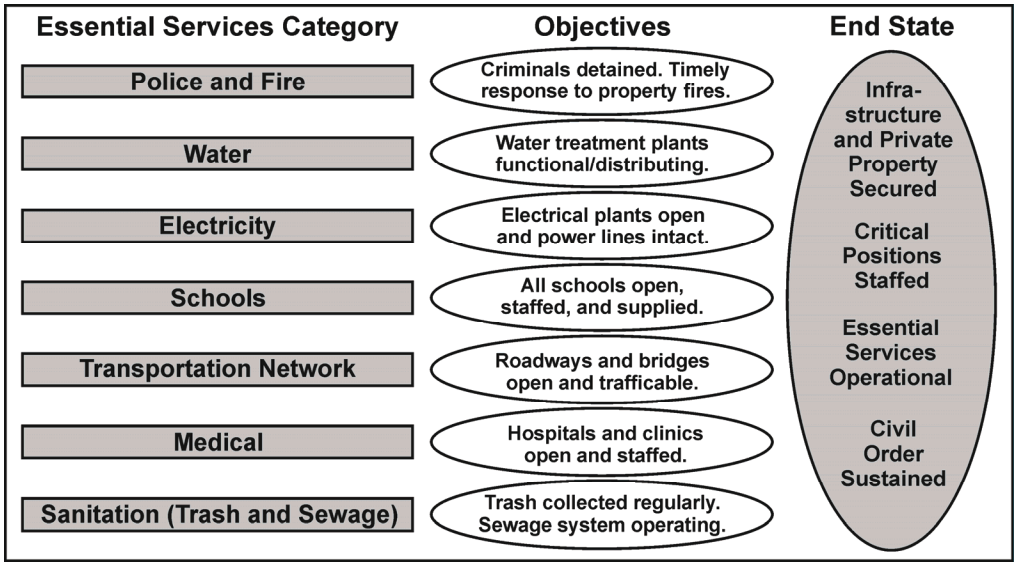

Figure 5-4. Example of essential services categories and objectives

SUPPORT DEVELOPMENT OF BETTER GOVERNANCE

5-44. This LLO relates to the HN government's ability to gather and distribute resources while providing direction and control for society. These include regulation of public activity; taxation; maintenance of security, control, and essential services; and normalizing the means of succession of power. Good governance is normally a key requirement to achieve legitimacy for the HN government. Activities related to it include the following:

- Controlling military and police activities.
- Establishing and enforcing the rule of law.
- Public administration.
- Justice (a judiciary system, prosecutor/defense representation, and corrections).
- Property records and control.
- Public finance.
- Civil information.
- Historical, cultural, and recreational services.
- An electoral process for representative government.
- Disaster preparedness and response.

5-45. Sometimes no HN government exists or the government is unable or unwilling to assume full responsibility for governance. In those cases, this LLO may involve establishing and maintaining a military government or a civil administration while creating and organizing a HN capability to govern. In the long run, developing better governance will probably affect the lives of the populace more than any other COIN activities. When well executed, these actions may eliminate the root causes of the insurgency. Governance activities are among the most important of all in establishing lasting stability for a region or nation. (Table 5-5 (page 5-16) lists considerations for developing the governance LLO.)

Table 5-5. Considerations for developing the governance LLO

- Encourage community leaders to participate in local governance. If no local council exists, encourage the populace to create one. Ask teachers, businesspeople, and others whom the community respects to form a temporary council until a more permanent organization can be formed.
- Help (or encourage) the host-nation government to remove or reduce genuine grievances, expose imaginary ones, and resolve contradictions, immediately where possible. Accomplishing these tasks may be difficult because—
  - Genuine grievances may be hard to separate from unreasonable complaints.
  - Host-nation leaders may be unable or unwilling to give up the necessary power to local governments.
- Make only commitments that can be fulfilled in the foreseeable future.
- Help the host nation develop and empower competent and responsive leaders and strengthen their civil service and security forces. Doing this is often difficult; however, backing an incompetent (or worse) host-nation leader can backfire. Do not be afraid to step in and make a bold change where necessary. A corrupt official, such as a chief of police who is working for both sides, can be doing more harm than good. You may be forced to replace him. If so, move decisively. Arrange the removal of all officials necessary to solve the problem. The pain of the affair may be acute, but it will be brief and final. Wherever possible, have host-nation authorities conduct the actual removal.
- Be accessible to the populace to facilitate two-way communication. Establish rapport for the host-nation government and counterinsurgents.
- Encourage the host nation to grant local demands and meet acceptable aspirations. Some of these might be driving the insurgency.
- Emphasize the national perspective in all host-nation government activities. Downplay sectarian divides.
- Provide liaison officers to host-nation government ministries or agencies. When possible, use an interagency team approach. Structure teams based on function.
- Once the legal system is functioning, send someone to observe firsthand a person moving through the legal process (arrest by police, trial, and punishment by confinement to a correctional facility). Ask to see the docket of the judges at the provincial courthouse. If there is no one on the docket or if it is full and there are no proceedings, there may be a problem.
- Create a system for citizens to pursue redress for perceived wrongs by authorities. Rule of law includes means for a citizen to petition the government for redress of government wrongs. The ability to petition the counterinsurgency force for redress of wrongs perpetrated by that force (intentionally or otherwise) is also required.
- Build on existing capabilities wherever possible. Host nations often have some capability; counterinsurgents may only need to help develop greater capacity.

SUPPORT ECONOMIC DEVELOPMENT

5-46. The economic development LLO includes both short- and long-term aspects. The short-term aspect concerns immediate problems, such as large-scale unemployment and reestablishing an economy at all levels. The long-term aspect involves stimulating indigenous, robust, and broad economic activity. The stability a nation enjoys is often related to its people's economic situation and its adherence to the rule of law. However, a nation's economic health also depends on its government's ability to continuously secure its population.

5-47. Planning economic development requires understanding the society, culture, and operational environment. For example, in a rural society, land ownership and the availability of agricultural equipment, seed, and fertilizer may be the chief parts of any economic development plan. In an urban, diversified society, the availability of jobs and the infrastructure to support commercial activities may be more important. Except for completely socialist economies, governments do not create jobs other than in the public bu-

reaucracy. However, the micro economy can be positively stimulated by encouraging small businesses development. Jump-starting small businesses requires micro finance in the form of some sort of banking activities. So then, supporting economic development requires attention to both the macro economy and the micro economy.

5-48. Without a viable economy and employment opportunities, the public is likely to pursue false promises offered by insurgents. Sometimes insurgents foster the conditions keeping the economy stagnant. Insurgencies attempt to exploit a lack of employment or job opportunities to gain active and passive support for their cause and ultimately undermine the government's legitimacy. Unemployed males of military age may join the insurgency to provide for their families. Hiring these people for public works projects or a local civil defense corps can remove the economic incentive to join the insurgency. The major categories of economic activity include the following:

- Fossil fuels, mining, and related refining infrastructure.
- Generation and transmission of power and energy.
- Transportation and movement networks.
- Stock and commodities exchange.
- Banking.
- Manufacturing and warehousing.
- Building trades and services.
- Agriculture, food processing, fisheries, and stockyard processing.
- Labor relations.
- Education and training.

5-49. Table 5-6 lists considerations for developing the economic development LLO.

Table 5-6. Considerations for the economic development LLO

• Work with the host-nation government to strengthen the economy and quality of life. In the long run, success depends on supporting people's livelihoods.
• Create an environment where business can thrive. In every state (except perhaps a completely socialist one), business drives the economy. To strengthen the economy, find ways to encourage and support legitimate business activities. Even providing security is part of a positive business environment.
• Work with the host-nation government to reduce unemployment to a manageable level.
• Seek to understand the effects of military operations on business activities and vice versa. Understand the effects of outsourcing and military support on the local economy and employment level.
• Use economic leverage to enter new areas and reach new people. Remember that in many societies, monies are distributed though tribal or clan networks. For instance, giving a clan leader a contracting job may lead to employing many local men. Those employees are less likely to join the insurgency. It may be necessary to pay more than seems fair for a job; however, the money is well spent if it keeps people from supporting the insurgency.
• Ensure that noncompliance with government policies has an economic price. Likewise, show that compliance with those policies is profitable. In the broadest sense, counterinsurgency operations should reflect that "peace pays."
• Program funds for commanders to use for economic projects in their area of operations from the beginning of any operation. No one appreciates the situation better than those "on the ground." Creating these funds may require congressional action. (Appendix D contains a description of relevant funding sources.)

COUNTERINSURGENCY APPROACHES

5-50. There are many approaches to achieving success in a COIN effort. The components of each approach are not mutually exclusive. Several are shared by multiple approaches. The approaches described below are not the only choices available and are neither discrete nor exclusive. They may be combined, depending on the environment and available resources. The following methods and their components have proven effective. However, they must be adapted to the demands of the local environment. Three examples of approaches are—

- Clear-hold-build.
- Combined action.
- Limited support.

CLEAR-HOLD-BUILD

5-51. A clear-hold-build operation is executed in a specific, high-priority area experiencing overt insurgent operations. It has the following objectives:

- Create a secure physical and psychological environment.
- Establish firm government control of the populace and area.
- Gain the populace's support.

Popular support can be measured in terms of local participation in HN programs to counter the insurgency and whether people give counterinsurgents usable information about insurgent locations and activities.

5-52. COIN efforts should begin by controlling key areas. Security and influence then spread out from secured areas. The pattern of this approach is to clear, hold, and build one village, area, or city—and then reinforce success by expanding to other areas. This approach aims to develop a long-term, effective HN government framework and presence that secures the people and facilitates meeting their basic needs. Success reinforces the HN government's legitimacy. The primary tasks to accomplish during clear-hold-build are—

- Provide continuous security for the local populace.
- Eliminate insurgent presence.
- Reinforce political primacy.
- Enforce the rule of law.
- Rebuild local HN institutions.

5-53. To create success that can spread, a clear-hold-build operation should not begin by assaulting the main insurgent stronghold. However, some cases may require attacks to disrupt such strongholds, even if counterinsurgents cannot clear and hold the area. "Disrupt and leave" may be needed to degrade the insurgents' ability to mount attacks against cleared areas. Clear-hold-build objectives require lots of resources and time. U.S. and HN commanders should prepare for a long-term effort. All operations require unity of effort by civil authorities, intelligence agencies, and security forces. Coherent IO are also needed.

5-54. Clear-hold-build operations should expand outward from a secure base. An example is an urban industrial complex whose population supports the government effort and where security forces are in firm control. No population subjected to the intense organizational efforts of an insurgent organization can be won back until certain conditions are created:

- The counterinsurgent forces are clearly superior to forces available to the insurgents.
- Enough nonmilitary resources are available to effectively carry out all essential improvements needed to provide basic services and control the population.
- The insurgents are cleared from the area.
- The insurgent organizational infrastructure and its support have been neutralized or eliminated.
- A HN government presence is established to replace the insurgents' presence, and the local populace willingly supports this HN presence.

5-55. The following discussion describes some examples of activities involved in the clear-hold-build approach. Its execution involves activities across all LLOs. There can be overlap between steps—especially between hold and build, where relevant activities are often conducted simultaneously.

Clearing the Area

5-56. *Clear* is a tactical mission task that requires the commander to remove all enemy forces and eliminate organized resistance in an assigned area (FM 3-90). The force does this by destroying, capturing, or forcing the withdrawal of insurgent combatants. This task is most effectively initiated by a clear-in-zone or cordon-and-search operation. This operation's purpose is to disrupt insurgent forces and force a reaction by major insurgent elements in the area. Commanders employ a combination of offensive small-unit operations. These may include area saturation patrolling that enables the force to defeat insurgents in the area, interdiction ambushes, and targeted raids.

5-57. These offensive operations are only the beginning, not the end state. Eliminating insurgent forces does not remove the entrenched insurgent infrastructure. While their infrastructure exists, insurgents continue to recruit among the population, attempt to undermine the HN government, and try to coerce the populace through intimidation and violence. After insurgent forces have been eliminated, removing the insurgent infrastructure begins. This should be done so as to minimize the impact on the local populace. Rooting out such infrastructure is essentially a police action that relies heavily on military and intelligence forces until HN police, courts, and legal processes can assume responsibility for law enforcement within the cleared area.

5-58. If insurgent forces are not eliminated but instead are expelled or have broken into smaller groups, they must be prevented from reentering the area or reestablishing an organizational structure inside the area. Once counterinsurgents have established their support bases, security elements cannot remain static. They should be mobile and establish a constant presence throughout the area. Use of special funds should be readily available for all units to pay compensation for damages that occur while clearing the area of insurgent forces. Offensive and stability operations are continued to maintain gains and set the conditions for future activities. These include—

- Isolating the area to cut off external support and to kill or capture escaping insurgents.
- Conducting periodic patrols to identify, disrupt, eliminate, or expel insurgents.
- Employing security forces and government representatives throughout the area to secure the populace and facilitate follow-on stages of development.

5-59. Operations to clear an area are supplemented by IO focused on two key audiences: the local populace and the insurgents. The message to the populace focuses on gaining and maintaining their overt support for the COIN effort. This command theme is that the continuous security provided by U.S. and HN forces is enough to protect the people from insurgent reprisals for their cooperation. Conversely, the populace should understand that actively supporting the insurgency will prolong combat operations, creating a risk to themselves and their neighbors. The command message to the insurgents focuses on convincing them that they cannot win and that the most constructive alternatives are to surrender or cease their activities.

Holding with Security Forces

5-60. Ideally HN forces execute this part of the clear-hold-build approach. Establishment of HN security forces in bases among the population furthers the continued disruption, identification, and elimination of the local insurgent leadership and infrastructure. The success or failure of the effort depends, first, on effectively and continuously securing the populace and, second, on effectively reestablishing a HN government presence at the local level. Measured offensive operations continue against insurgents as opportunities arise, but the main effort is focused on the population.

5-61. Key infrastructure must be secured. Since resources are always limited, parts of the infrastructure vital for stability and vulnerable to attack receive priority for protection. These critical assets should be identified during planning. For instance, a glassmaking factory may be important for economic recovery, but it may not be at risk of insurgent attack and therefore may not require security.

5-62. There are four key target audiences during the hold stage:

- Population.
- Insurgents.
- COIN force.
- Regional and international audiences.

5-63. Command themes and messages to the population should affirm that security forces supporting the HN government are in the area to accomplish the following:

- Protect the population from insurgent intimidation, coercion, and reprisals.
- Eliminate insurgent leaders and infrastructure.
- Improve essential services where possible.
- Reinstate HN government presence.

IO should also emphasize that U.S. and HN security forces will remain until the current situation is resolved or stated objectives are attained. This message of a persistent presence can be reinforced by making long-term contracts with local people for supply or construction requirements.

5-64. The commander's message to the insurgents is to surrender or leave the area. It emphasizes the permanent nature of the government victory and presence. The HN government might try to exploit success by offering a local amnesty. Insurgent forces will probably not surrender, but they may cease hostile actions against the HN government agencies in the area.

5-65. The commander's message to the COIN force should explain changes in missions and responsibilities associated with creating or reinforcing the HN government's legitimacy. The importance of protecting the populace, gaining people's support by assisting them, and using measured force when fighting insurgents should be reinforced and understood.

5-66. Operations during this stage are designed to—

- Continuously secure the people and separate them from the insurgents.
- Establish a firm government presence and control over the area and populace.
- Recruit, organize, equip, and train local security forces.
- Establish a government political apparatus to replace the insurgent apparatus.
- Develop a dependable network of sources by authorized intelligence agents.

5-67. Major actions occurring during this stage include—

- Designating and allocating area-oriented counterinsurgent forces to continue offensive operations. Other forces that participated in clearing actions are released or assigned to other tasks.
- A thorough population screening to identify and eliminate remaining insurgents and to identify any lingering insurgent support structures.
- Conducting area surveys to determine available resources and the populace's needs. Local leaders should be involved.
- Environmental improvements designed to convince the populace to support the HN government, participate in securing their area, and contribute to the reconstruction effort.
- Training of local paramilitary security forces, including arming them and integrating them into successful operations against the insurgents.
- Establishing a communications system that integrates the area into the HN communications grid and system.

Building Support and Protecting the Population

5-68. Progress in building support for the HN government requires protecting the local populace. People who do not believe they are secure from insurgent intimidation, coercion, and reprisals will not risk overtly supporting COIN efforts. The populace decides when it feels secure enough to support COIN efforts.

5-69. To protect the populace, HN security forces continuously conduct patrols and use measured force against insurgent targets of opportunity. Contact with the people is critical to the local COIN effort's suc-

cess. Actions to eliminate the remaining covert insurgent political infrastructure must be continued; an insurgent presence will continue to threaten and influence people.

5-70. Tasks that provide an overt and direct benefit for the community are key, initial priorities. Special funds (or other available resources) should be available to pay wages to local people to do such beneficial work. Accomplishing these tasks can begin the process of establishing HN government legitimacy. Sample tasks include—

- Collecting and clearing trash from the streets.
- Removing or painting over insurgent symbols or colors.
- Building and improving roads.
- Digging wells.
- Preparing and building an indigenous local security force.
- Securing, moving, and distributing supplies.
- Providing guides, sentries, and translators.
- Building and improving schools and similar facilities.

Population Control Measures

5-71. Population control includes determining who lives in an area and what they do. This task requires determining societal relationships—family, clan, tribe, interpersonal, and professional. Establishing control normally begins with conducting a census and issuing identification cards. A census must be advertised and executed systematically. Census tasks include establishing who resides in which building and each household's family head. Those heads of households are required to report any changes to the appropriate agencies. Census records provide information regarding real property ownership, relationships, and business associations.

5-72. Insurgents may try to force people to destroy their identification cards. The benefits of retaining identification cards must be enough to motivate people to resist losing them. Insurgents may participate in the census to obtain valid identification cards. Requiring applicants to bring two men from outside their family to swear to their identity can reduce this probability. Those who affirm the status of an applicant are accountable for their official statements made on behalf of the applicant. Identification cards should have a code that indicates where the holders live.

5-73. Other population control measures include—

- Curfews.
- A pass system (for example, one using travel permits or registration cards) administered by security forces or civil authorities.
- Limits on the length of time people can travel.
- Limits on the number of visitors from outside the area combined with a requirement to register them with local security forces or civil authorities.
- Checkpoints along major routes to monitor and enforce compliance with population control measures.

5-74. The HN government should explain and justify new control measures to the affected population. People need to understand what is necessary to protect them from insurgent intimidation, coercion, and reprisals. Once control measures are in place, the HN government should have an established system of punishments for offenses related to them. These should be announced and enforced. The host nation should establish this system to ensure uniform enforcement and conformity with the rule of law throughout its territory. The HN government must be able to impose fines and other punishments for such civil infractions.

Increasing Popular Support

5-75. Counterinsurgents should use every opportunity to help the populace and meet its needs and expectations. Projects to improve economic, social, cultural, and medical needs can begin immediately. Actions speak louder than words. Once the insurgent political infrastructure is destroyed and local leaders begin to es-

tablish themselves, necessary political reforms can be implemented. Other important tasks include the following:

- Establishing HN government agencies to perform routine administrative functions and begin improvement programs.
- Providing HN government support to those willing to participate in reconstruction. Selection for participation should be based on need and ability to help. People should also be willing to secure what they create.
- Beginning efforts to develop regional and national consciousness and rapport between the population and its government. Efforts may include participating in local elections, making community improvements, forming youth clubs, and executing other projects.

5-76. Commanders can use IO to increase popular support. Command messages are addressed to the populace, insurgents, and counterinsurgents.

5-77. The IO message to the population has three facets:

- Obtaining the understanding or approval of security force actions that affect the populace, such as control measures or a census. Tell the people what forces are doing and why they are doing it.
- Establishing human intelligence sources that lead to identification and destruction of any remaining insurgent infrastructure in the area.
- Winning over passive or neutral people by demonstrating how the HN government is going to make their life better.

5-78. The IO message to insurgents should aim to create divisions between the movement leaders and the mass base by emphasizing failures of the insurgency and successes of the government. Success is indicated when insurgents abandon the movement and return to work with the HN government.

5-79. Commanders should emphasize that counterinsurgents must remain friendly towards the populace while staying vigilant against insurgent actions. Commanders must ensure Soldiers and Marines understand the rules of engagement, which become more restrictive as peace and stability return.

5-80. The most important activities during the build stage are conducted by nonmilitary agencies. HN government representatives reestablish political offices and normal administrative procedures. National and international development agencies rebuild infrastructure and key facilities. Local leaders are developed and given authority. Life for the area's inhabitants begins to return to normal. Activities along the combat operations/civil security operations LLO and HN security force LLO become secondary to those involved in essential services, good governance, and essential services LLOs.

Clear-Hold-Build in Tal Afar

In early 2005, the city of Tal Afar in northern Iraq had become a focal point for Iraqi insurgent efforts. The insurgents tried to assert control over the population. They used violence and intimidation to inflame ethnic and sectarian tensions. They took control of all schools and mosques, while destroying police stations. There were frequent abductions and executions. The insurgents achieved some success as the populace divided into communities defined by sectarian boundaries. Additionally, Tal Afar became an insurgent support base and sanctuary for launching attacks in the major regional city of Mosul and throughout Nineveh province.

During the summer of 2005, the 3d Armored Cavalry Regiment (ACR) assumed the lead for military efforts in and around Tal Afar. In the months that followed, the 3d ACR applied a clear-hold-build approach to reclaim Tal Afar from the insurgents.

Destruction or Expulsion of Insurgent Forces (Clear)

In August 2005, the 3d ACR and Iraqi forces began the process of destroying the insurgency in Tal Afar. Their first step was to conduct reconnaissance to understand the enemy situation; understand the ethnic, tribal, and sectarian dynamics; and set the conditions for effective operations. Iraqi security forces and U.S. Soldiers isolated

the insurgents from external support by controlling nearby border areas and creating an eight-foot-high berm around the city. The berm's purpose was to deny the enemy freedom of movement and safe haven in outlying communities. The berm prevented free movement of fighters and weapons and forced all traffic to go through security checkpoints manned by U.S. and Iraqi forces. Multinational checkpoints frequently included informants who could identify insurgents. Multinational forces supervised the movement of civilians out of contentious areas. Forces conducted house-to-house searches. When they met violent resistance, they used precision fires from artillery and aviation. Targets were chosen through area reconnaissance operations, interaction with the local populace, and information from U.S. and Iraqi sources. Hundreds of insurgents were killed or captured during the encirclement and clearing of the city. Carefully controlled application of violence limited the cost to residents.

Deployment of Security Forces (Hold)

Following the defeat of enemy fighters, U.S. and Iraqi forces established security inside Tal Afar. The security forces immediately enhanced personnel screening at checkpoints based on information from the local population. To enhance police legitimacy in the people's eyes, multinational forces began recruiting Iraqi police from a more diverse, representative mix comprising city residents and residents of surrounding communities. Police recruits received extensive training in a police academy. U.S. forces and the Iraqi Army also trained Iraqi police in military skills. Concurrently, the local and provincial government dismissed or prosecuted Iraqi police involved in offenses against the populace. The government assigned new police leaders to the city from Mosul and other locations. U.S. forces assisted to ensure Iraqi Army, police, and their own forces shared common boundaries and were positioned to provide mutual support to one another. At the same time, U.S. forces continued to equip and train a border defense brigade, which increased the capability to interdict the insurgents' external support. Among its successes, the multinational force destroyed an insurgent network that included a chain of safe houses between Syria and Tal Afar.

Improving Living Conditions and Restoring Normalcy (Build)

With insurgents driven out of their city, the local population accepted guidance and projects to reestablish control by the Iraqi government. The 3d ACR commander noted, "The people of Tal Afar understood that this was an operation for them—an operation to bring back security to the city."

With the assistance of the Department of State and the U.S. Agency for International Development's Office of Transition Initiatives, efforts to reestablish municipal and economic systems began in earnest. These initiatives included providing essential services (water, electricity, sewage, and trash collection), education projects, police stations, parks, and reconstruction efforts. A legal claims process and compensation program to address local grievances for damages was also established.

As security and living conditions in Tal Afar improved, citizens began providing information that helped eliminate the insurgency's infrastructure. In addition to information received on the streets, multinational forces established joint coordination centers in Tal Afar and nearby communities that became multinational command posts and intelligence-sharing facilities with the Iraqi Army and the Iraqi police.

Unity of effort by local Iraqi leaders, Iraqi security forces, and U.S. forces was critical to success. Success became evident when many families who had fled the area returned to the secured city.

COMBINED ACTION

5-81. Combined action is a technique that involves joining U.S. and HN troops in a single organization, usually a platoon or company, to conduct COIN operations. This technique is appropriate in environments

where large insurgent forces do not exist or where insurgents lack resources and freedom of maneuver. Combined action normally involves joining a U.S. rifle squad or platoon with a HN platoon or company, respectively. Commanders use this approach to hold and build while providing a persistent counterinsurgent presence among the populace. This approach attempts to first achieve security and stability in a local area, followed by offensive operations against insurgent forces now denied access or support. Combined action units are not designed for offensive operations themselves and rely on more robust combat units to perform this task. Combined action units can also establish mutual support among villages to secure a wider area.

5-82. A combined action program can work only in areas with limited insurgent activity. The technique should not be used to isolate or expel a well-established and supported insurgent force. Combined action is most effective after an area has been cleared of armed insurgents.

5-83. The following geographic and demographic factors can also influence the likelihood of success:

- Towns relatively isolated from other population centers are simpler to secure continuously.
- Towns and villages with a limited number of roads passing through them are easier to secure than those with many routes in and out. All approaches must be guarded.
- Existing avenues of approach into a town should be observable from the town. Keeping these areas under observation facilitates interdiction of insurgents and control of population movements.
- The local populace should be small and constant. People should know one another and be able to easily identify outsiders. In towns or small cities where this is not the case, a census is the most effective tool to establish initial accountability for everyone.
- Combined action or local defense forces must establish mutual support with forces operating in nearby towns. Larger reaction or reserve forces as well as close air support, attack aviation, and air assault support should be quickly available. Engineer and explosive ordnance disposal assets should also be available.

5-84. Combined action unit members must develop and build positive relationships with their associated HN security forces and with the town leadership. By living among the people, combined action units serve an important purpose. They demonstrate the commitment and competence of counterinsurgents while sharing experiences and relationships with local people. These working relationships build trust and enhance the HN government's legitimacy. To build trust further, U.S. members should ask HN security forces for training on local customs, key terrain, possible insurgent hideouts, and relevant cultural dynamics. HN forces should also be asked to describe recent local events.

5-85. Combined action units are integrated into a regional scheme of mutually supporting security and influence; however, they should remain organic to their parent unit. Positioning reinforced squad-sized units (13 to 15 Soldiers or Marines) among HN citizens creates a dispersal risk. Parent units can mitigate this risk with on-call reserve and reaction forces along with mutual support from adjacent villages and towns.

5-86. Thoroughly integrating U.S. and HN combined action personnel supports the effective teamwork critical to the success of each team and the overall program. U.S. members should be drawn from some of the parent unit's best personnel. Designating potential members before deployment facilitates the training and team building needed for combined action unit success in theater. Preferably, team members should have had prior experience in the host nation. Other desirable characteristics include—

- The ability to operate effectively as part of a team.
- Strong leadership qualities, among them—
  - Communicating clearly.
  - Maturity.
  - Leading by example.
  - Making good decisions.
- The ability to apply the commander's intent in the absence of orders.
- Possession of cultural awareness and understanding of the HN environment.
- The absence of obvious prejudices.

- Mutual respect when operating with HN personnel.
- Experience with the HN language, the ability to learn languages, or support of reliable translators.
- Patience and tolerance when dealing with language and translation barriers.

5-87. Appropriate tasks for combined action units include, but are not limited to, the following:

- Helping HN security forces maintain entry control points.
- Providing reaction force capabilities through the parent unit.
- Conducting multinational, coordinated day and night patrols to secure the town and area.
- Facilitating local contacts to gather information in conjunction with local HN security force representatives. (Ensure information gathered is made available promptly and on a regular basis to the parent unit for timely fusion and action.)
- Training HN security forces in leadership and general military subjects so they can secure the town or area on their own.
- Conducting operations with other multinational forces and HN units, if required.
- Operating as a team with HN security forces to instill pride, leadership, and patriotism.
- Assisting HN government representatives with civic action programs to establish an environment where the people have a stake in the future of their town and nation.
- Protecting HN judicial and government representatives and helping them establish the rule of law.

Combined Action Program

Building on their early 20th-century counterinsurgency experiences in Haiti and Nicaragua, the Marine Corps implemented an innovative program in South Vietnam in 1965 called the Combined Action Program. This program paired teams of about 15 Marines led by a noncommissioned officer with approximately 20 host-nation security personnel. These combined action platoons operated in the hamlets and villages in the northern two provinces of South Vietnam adjacent to the demilitarized zone. These Marines earned the trust of villagers by living among them while helping villagers defend themselves. Marines trained and led the local defense forces and learned the villagers' customs and language. The Marines were very successful in denying the Viet Cong access to areas under their control. The Combined Action Program became a model for countering insurgencies. Many lessons learned from it were used in various peace enforcement and humanitarian assistance operations that Marines conducted during the 1990s. These operations included Operations Provide Comfort in northern Iraq (1991) and Restore Hope in Somalia (1992 through 1993).

LIMITED SUPPORT

5-88. Not all COIN efforts require large combat formations. In many cases, U.S. support is limited, focused on missions like advising security forces and providing fire support or sustainment. The longstanding U.S. support to the Philippines is an example of such limited support. The limited support approach focuses on building HN capability and capacity. Under this approach, HN security forces are expected to conduct combat operations, including any clearing and holding missions.

PATTERN OF TRANSITION

5-89. COIN efforts may require Soldiers and Marines to create the initial secure environment for the populace. Ideally HN forces hold cleared areas. As HN military and civil capabilities are further strengthened, U.S. military activity may shift toward combined action and limited support. As HN forces assume internal and external security requirements, U.S. forces can redeploy to support bases, reduce force strength, and eventually withdraw. Special operations forces and conventional forces continue to provide support as needed to achieve internal defense and development objectives.

ASSESSMENT OF COUNTERINSURGENCY OPERATIONS

The two best guides, which can not be readily reduced to statistics or processed through a computer, are an improvement in intelligence voluntarily given by the population and a decrease in the insurgents' recruiting rate. Much can be learnt merely from the faces of the population in villages that are subject to clear-and-hold operations, if these are visited at regular intervals. Faces which at first are resigned and apathetic, or even sullen, six months or a year later are full of cheerful welcoming smiles. The people know who is winning.

Sir Robert Thompson
Defeating Communist Insurgency: The Lessons of Malaya and Vietnam, 1966 [3]

5-90. *Assessment* is the continuous monitoring and evaluation of the current situation and progress of an operation (FMI 5-0.1). Assessment precedes and is integrated into every operations-process activity and entails two tasks:

- Continuously monitoring the current situation (including the environment) and progress of the operation.
- Evaluating the operation against established criteria.

Commanders, assisted by the staff, continuously compare the operation's progress with their commander's visualization and intent. Based on their assessments, commanders adjust the operation and associated activities to better achieve the desired end state. (See FM 6-0, paragraphs 6-90 through 6-92 and 6-110 through 6-121.)

DEVELOPING MEASUREMENT CRITERIA

5-91. Assessment requires determining why and when progress is being achieved along each LLO. Traditionally, commanders use discrete quantitative and qualitative measurements to evaluate progress. However, the complex nature of COIN operations makes progress difficult to measure. Subjective assessment at all levels is essential to understand the diverse and complex nature of COIN problems. It is also needed to measure local success or failure against the overall operation's end state. Additionally, commanders need to know how actions along different LLOs complement each other; therefore, planners evaluate not only progress along each LLO but also interactions among LLOs.

ASSESSMENT TOOLS

5-92. Assessment tools help commanders and staffs determine—

- Completion of tasks and their impact.
- Level of achievement of objectives.
- Whether a condition of success has been established.
- Whether the operation's end state has been attained.
- Whether the commander's intent was achieved.

For example, planning for transition of responsibility to the host nation is an integral part of COIN operational design and planning. Assessment tools may be used to assess the geographic and administrative transfer of control and responsibility to the HN government as it develops its capabilities. Assessments differ for every mission, task, and LLO, and for different phases of an operation. Leaders adjust assessment methods as insurgents adapt to counterinsurgent tactics and the environment changes.

5-93. The two most common types of assessment measures are measures of effectiveness (MOEs) and measures of performance (MOPs).

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5-94. A *measure of effectiveness* is a criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect (JP 1-02). MOEs focus on the results or consequences of actions. MOEs answer the question, Are we achieving results that move us towards the desired end state, or are additional or alternative actions required?

5-95. A *measure of performance* is a criterion to assess friendly actions that is tied to measuring task accomplishment (JP 1-02). MOPs answers the question, Was the task or action performed as the commander intended?

5-96. Leaders may use observable, quantifiable, objective data as well as subjective indicators to assess progress measured against expectations. A combination of both types of indicators is recommended to reduce the chance of misconstruing trends.

5-97. All MOEs and MOPs for assessing COIN operations should be designed with the same characteristics. These four characteristics are—

- **Measurable**. MOEs and MOPs should have quantitative or qualitative standards against which they can be measured. The most effective measurement would be a combination of quantitative and qualitative measures to guard against an inaccurate view of results.
- **Discrete**. Each MOE and MOP must measure a separate, distinct aspect of the task, purpose, or condition.
- **Relevant**. MOEs and MOPs must be relevant to the measured task, outcome, and condition. HN local, regional, and national leaders, and nongovernmental organization personnel, may provide practical, astute, and professional ideas and feedback to craft relevant MOPs and MOEs.
- **Responsive**. Assessment tools must detect environmental and situational changes quickly and accurately enough to facilitate developing an effective response or counter.

BROAD INDICATORS OF PROGRESS

5-98. Numerical and statistical indicators have limits when measuring social environments. For example, in South Vietnam U.S. forces used the body count to evaluate success or failure of combat operations. Yet, the body count only communicated a small part of the information commanders needed to assess their operations. It was therefore misleading. Body count can be a partial, effective indicator only when adversaries and their identities can be verified. (Normally, this identification is determined through a uniform or possession of an insurgent identification card.) Additionally, an accurate appreciation of what insurgent casualty numbers might indicate regarding enemy strength or capability requires knowing the exact number of insurgent armed fighters initially present. In addition, this indicator does not measure several important factors: for example, which side the local populace blames for collateral damage, whether this fighting and resultant casualties damaged the insurgent infrastructure and affected the insurgency strategy in that area, and where families of dead insurgents reside and how they might react. For another example, within the essential services LLO the number of schools built or renovated does not equate to the effective operation of an educational system.

5-99. Planners should start with broad measures of social and economic health or weakness when assessing environmental conditions. (Table 5-7 [page 5-28] lists possible examples of useful indicators in COIN.)

Table 5-7. Example progress indicators

- **Acts of violence** (numbers of attacks, friendly/host-nation casualties).
- **Dislocated civilians**. The number, population, and demographics of dislocated civilian camps or the lack thereof are a resultant indicator of overall security and stability. A drop in the number of people in the camps indicates an increasing return to normalcy. People and families exiled from or fleeing their homes and property and people returning to them are measurable and revealing.[1]
- **Human movement and religious attendance**. In societies where the culture is dominated by religion, activities related to the predominant faith may indicate the ease of movement and confidence in security, people's use of free will and volition, and the presence of freedom of religion. Possible indicators include the following:
  - Flow of religious pilgrims or lack thereof.
  - Development and active use of places of worship.
  - Number of temples and churches closed by a government.
- **Presence and activity of small- and medium-sized businesses**. When danger or insecure conditions exist, these businesses close. Patrols can report on the number of businesses that are open and how many customers they have. Tax collections may indicate the overall amount of sales activity.
- **Level of agricultural activity**.
  - Is a region or nation self-sustaining, or must life-support type foodstuffs be imported?
  - How many acres are in cultivation? Are the fields well maintained and watered?
  - Are agricultural goods getting to market? Has the annual need increased or decreased?
- **Presence or absence of associations.** The formation and presence of multiple political parties indicates more involvement of the people in government. Meetings of independent professional associations demonstrate the viability of the middle class and professions. Trade union activity indicates worker involvement in the economy and politics.
- **Participation in elections**, especially when insurgents publicly threaten violence against participants.
- **Government services available**. Examples include the following:
  - Police stations operational and police officers present throughout the area.
  - Clinics and hospitals in full operation, and whether new facilities sponsored by the private sector are open and operational.
  - Schools and universities open and functioning.
- **Freedom of movement of people, goods, and communications**. This is a classic measure to determine if an insurgency has denied areas in the physical, electronic, or print domains.
- **Tax Revenue**. If people are paying taxes, this can be an indicator of host-nation government influence and subsequent civil stability.
- **Industry exports**.
- **Employment/unemployment rate**.
- **Availability of electricity**.
- **Specific attacks on infrastructure**.

[1] *Dislocated civilian* is a broad term that includes a displaced person, an evacuee, an expellee, an internally displaced person, a migrant, a refugee, or a stateless person (JP 1-02). Dislocated civilians are a product of the deliberate violence associated with insurgencies and their counteraction. (See FM 3-05.40/MCRP 3-33.1A for additional information on dislocated civilians.)

TARGETING

5-100. The targeting process focuses operations and the use of limited assets and time. Commanders and staffs use the targeting process to achieve effects that support the LLOs in a COIN campaign plan. It is important to understand that targeting is done for all operations, not just attacks against insurgents. The targeting process can support IO, civil-military operations (CMO), and even meetings between commanders and HN leaders, based on the commander's desires. The targeting process occurs in the targeting cell of the appropriate command post. (See JP 3-60, FM 3-09.31/MCRP 3-16C, and FM 6-20-10 for joint and Army targeting doctrine. FM 3-13, appendix E, describes how to apply the targeting process to IO-related targets.)

5-101. Targeting in a COIN environment requires creating a targeting board or working group at all echelons. The intelligence cell provides representatives to the targeting board or working group to synchronize targeting with intelligence sharing and intelligence, surveillance, and reconnaissance operations. The goal is to prioritize targets and determine the means of engaging them that best supports the commander's intent and the operation plan.

5-102. The focus for targeting is on people, both insurgents and noncombatants. There are several different approaches to targeting in COIN. For example, all of the following are potential targets that can link objectives with effects:

- Insurgents (leaders, combatants, political cadre, auxiliaries, and the mass base).
- Insurgent internal support structure (bases of operations, finance base, lines of communications, and population).
- Insurgent external support systems (sanctuaries, media, and lines of communications).
- Legitimate government and functions (essential services, promotion of governance, development of security forces, and institutions).

5-103. Effective targeting identifies the targeting options, both lethal and nonlethal, to achieve effects that support the commander's objectives. Lethal targets are best addressed with operations to capture or kill; nonlethal targets are best engaged with CMO, IO, negotiation, political programs, economic programs, social programs and other noncombat methods. Nonlethal targets are usually more important than lethal targets in COIN; they are never less important. (Table 5-8 [page 5-30] lists examples of lethal and nonlethal targets.)

5-104. The targeting process comprises the following four activities:

- Decide which targets to engage.
- Detect the targets.
- Deliver (conduct the operation).
- Assess the effects of the operation.

5-105. Commanders issue targeting guidance during the "decide" activity. The commander's guidance drives subsequent targeting-process activities. Actions during the "detect" activity may give commanders the intelligence needed to refine the guidance. It may be difficult to identify targets when a COIN campaign begins. The focus during the "decide" activity should be on decisive points commanders can engage.

DECIDE

5-106. The decide activity draws on a detailed intelligence preparation of the battlefield and continuous assessment of the situation. Intelligence personnel, with the commander and other staff members, decide when a target is developed well enough to engage. Continuous staff integration and regular meetings of the intelligence cell and targeting board enable this activity. Staff members consider finished intelligence products in light of their understanding of the AO and advise commanders on targeting decisions. Intelligence personnel provide information on the relative importance of different target personalities and areas and the projected effects of lethal or nonlethal engagement. Specifically, the intelligence analysts need to

identify individuals and groups to engage as potential COIN supporters, targets to isolate from the population, and targets to eliminate.

5-107. During the decide activity, the targeting board produces a prioritized list of targets and a recommended course of action associated with each. Executing targeting decisions may require the operations section to issue fragmentary orders. Each of these orders is a task that should be nested within the higher headquarters' plan and the commander's intent. Targeting decisions may require changing the intelligence synchronization plan.

Table 5-8. Examples of lethal and nonlethal targets

Personality targets
• **Lethal** ▪ Insurgent leaders to be captured or killed. • **Nonlethal** ▪ People like community leaders and those insurgents who should be engaged through outreach, negotiation, meetings, and other interaction. ▪ Corrupt host-nation leaders who may have to be replaced.
Area targets
• **Lethal** ▪ Insurgent bases and logistic depots or caches. ▪ Smuggling routes. • **Lethal and nonlethal mix** ▪ Populated areas where insurgents commonly operate. ▪ Populated areas controlled by insurgents where the presence of U.S. or host-nation personnel providing security could undermine support to insurgents. • **Nonlethal** ▪ Populations potentially receptive to civil-military operations or information operations.

DETECT

5-108. The detect activity is performed continuously. It requires much analytical work by intelligence personnel. They analyze large quantities of all-source intelligence reporting to determine the following:

- Threat validity.
- Actual importance of potential targets.
- Best means to engage the target.
- Expected effects of engaging the targets (which will guide actions to mitigate negative effects).
- Any changes required to the exploitation plan.

As mentioned in paragraph 3-152 target exploitation in a COIN environment is similar to that in law enforcement. An exploitation plan not only facilitates gathering evidence but also may lead to follow-on targets after successful exploitation. This requires a detailed understanding of social networks, insurgent networks, insurgent actions, and the community's attitude toward counterinsurgents. (See appendix B.)

5-109. Intelligence regarding the perceptions and interests of the populace requires particular attention. This intelligence is crucial to IO and CMO targeting. It is also important for developing political, social, and economic programs.

DELIVER

5-110. The deliver activity involves executing the missions decided upon by the commander.

ASSESS

5-111. The assess activity occurs continuously throughout an operation. During assessment, collectors and analysts evaluate the operation's progress. They adjust the intelligence synchronization plan and analyses based on this evaluation. In addition to assessing changes to their own operations, intelligence personnel look for reports indicating effects on all aspects of the operational environment, including insurgents and civilians. Relevant reporting can come from any intelligence discipline, open sources, or operational reporting. Commanders adjust an operation based on its effects. They may expand the operation, continue it as is, halt it, execute a branch or sequel, or take steps to correct a mistake's damage. Therefore, an accurate after-action assessment is very important. Metrics often include the following:

- Changes in local attitudes (friendliness towards U.S. and HN personnel).
- Changes in public perceptions.
- Changes in the quality or quantity of information provided by individuals or groups.
- Changes in the economic or political situation of an area.
- Changes in insurgent patterns.
- Captured and killed insurgents.
- Captured equipment and documents.

5-112. As indicated in chapter 3, detainees, captured documents, and captured equipment may yield a lot of information. Its exploitation and processing into intelligence often adds to the overall understanding of the enemy. This understanding can lead to more targeting decisions. In addition, the assessment of the operation should be fed back to collectors. This allows them to see if their sources are credible. In addition, effective operations often cause the local populace to provide more information, which drives future operations.

LEARNING AND ADAPTING

5-113. When an operation is executed, commanders may develop the situation to gain a more thorough situational understanding. This increased environmental understanding represents a form of operational learning and applies across all LLOs. Commanders and staffs adjust the operation's design and plan based on what they learn. The result is an ongoing design-learn-redesign cycle.

5-114. COIN operations involve complex, changing relations among all the direct and peripheral participants. These participants adapt and respond to each other throughout an operation. A cycle of adaptation usually develops between insurgents and counterinsurgents; both sides continually adapt to neutralize existing adversary advantages and develop new (usually short-lived) advantages of their own. Victory is gained through a tempo or rhythm of adaptation that is beyond the other side's ability to achieve or sustain. Therefore, counterinsurgents should seek to gain and sustain advantages over insurgents by emphasizing the learning and adaptation that this manual stresses throughout.

5-115. Learning and adapting in COIN is very difficult due to the complexity of the problems commanders must solve. Generally, there is not a single adversary that can be singularly classified as the enemy. Many insurgencies include multiple competing groups. Success requires the HN government and counterinsurgents to adapt based on understanding this very intricate environment. But the key to effective COIN design and execution remains the ability to adjust better and faster than the insurgents.

SUMMARY

5-116. Executing COIN operations is complex, demanding, and tedious. There are no simple, quick solutions. Success often seems elusive. However, contributing to the complexity of the problem is the manner in which counterinsurgents view the environment and how they define success. The specific design of the COIN operation and the manner in which it is executed must be based on a holistic treatment of the environment and remain focused on the commander's intent and end state. Success requires unity of effort across all LLOs to achieve objectives that contribute to the desired end state—establishing legitimacy and gaining popular support for the HN government. Operational design and execution cannot really be separated. They are both part of the same whole.

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Chapter 6
Developing Host-Nation Security Forces

[H]elping others to help themselves is critical to winning the long war.

Quadrennial Defense Review Report, 2006

This chapter addresses aspects of developing host-nation security forces. It begins with a discussion of challenges involved and resources required. It provides a framework for organizing the development effort. It concludes with a discussion of the role of police in counterinsurgency operations.

OVERVIEW

6-1. Success in counterinsurgency (COIN) operations requires establishing a legitimate government supported by the people and able to address the fundamental causes that insurgents use to gain support. Achieving these goals requires the host nation to defeat insurgents or render them irrelevant, uphold the rule of law, and provide a basic level of essential services and security for the populace. Key to all these tasks is developing an effective host-nation (HN) security force. In some cases, U.S. forces might be actively engaged in fighting insurgents while simultaneously helping the host nation build its own security forces.

6-2. Just as insurgency and COIN are defined by a complex array of factors, training HN security forces is also affected by a variety of determinants. These include whether sovereignty in the host nation is being exercised by an indigenous government or by a U.S. or multinational element. The second gives counterinsurgents more freedom of maneuver, but the first is important for legitimate governance, a key goal of any COIN effort. If the host nation is sovereign, the quality of its governance also has an impact. The scale of the effort is another factor; what works in a small country might not work in a large one. Terrain and civil considerations are also important. A nation compartmentalized by mountains, rivers, or ethnicity presents different challenges for the COIN effort. A large "occupying" force or international COIN effort can facilitate success in training HN security forces; however, it also complicates the situation. Other factors to consider include the following:

- Type of security forces that previously existed.
- Whether the effort involves creating a completely new security force or changing an existing one.
- Existence of sectarian divisions within the forces.
- Resources available.
- Popular support.

Commanders must adapt these doctrinal foundations to the situation in the area of operations (AO).

6-3. The term "security forces" includes all HN forces with the mission of protecting against internal and external threats. Elements of the security forces include, but are not limited to, the following:

- Military forces.
- Police.
- Corrections personnel.
- Border guards (including the coast guard).

Elements of the HN security forces exist at the local through national levels. Only in unusual cases will COIN forces experience a situation where the host nation has no security force. With this in mind, this

chapter addresses methods to develop security forces, realizing that the range of assistance varies depending on the situation.

6-4. JP 3-07.1 contains foreign internal defense (FID) doctrine. JP 3-07.1 addresses the legal and fiscal regulations and responsibilities concerning the planning, development, and administration of FID programs. It also discusses command and supervisory relationships of U.S. diplomatic missions, geographic combatant commands, and joint task forces in applying military aid, support, and advisory missions. The tenets presented in this chapter reinforce and supplement those in JP 3-07.1.

CHALLENGES, RESOURCES, AND END STATE

6-5. Each instance of developing security forces is as unique as each insurgency. In Vietnam, the United States committed thousands of advisors for South Vietnamese units and hundreds of thousands of combat troops but ultimately failed to achieve its strategic objectives. In El Salvador, a relative handful of American advisors were enough enable the HN government to execute a successful counterinsurgency, even though that situation had evolved into a recognized, full-blown civil war. Many factors influence the amount and type of aid required. These are discussed in more detail later, but include the following:

- Existing HN security force capabilities.
- Character of the insurgency.
- Population and culture.
- Level of commitment and sovereignty of the host nation.
- Level of commitment from the United States and other nations.

6-6. U.S. and multinational forces may need to help the host nation in improve security; however, insurgents can use the presence of foreign forces as a reason to question the HN government's legitimacy. A government reliant on foreign forces for internal security risks not being recognized as legitimate. While combat operations with significant U.S. and multinational participation may be necessary, U.S. combat operations are secondary to enabling the host nation's ability to provide for its own security.

CHALLENGES TO DEVELOPING EFFECTIVE SECURITY FORCES

6-7. Many common problems and issues arose in training missions U.S. forces undertook after World War II. These problems generally fall under differing national perspectives in one of four broad categories:

- Resources.
- Leadership.
- Exercising power.
- Organizational structures.

6-8. Governments must properly balance national resources to meet the people's expectations. Funding for services, education, and health care can limit resources available for security forces. The result HN spending priorities may be a security force capable of protecting only the capital and key government facilities, leaving the rest of the country unsecured. Undeveloped countries often lack resources to maintain logistic units. This situation results in chronic sustainment problems. Conducting effective COIN operations requires allocating resources to ensure integration of efforts to develop all aspects of the security force. Recognizing the interrelationship of security and governance, the HN government must devote adequate resources to meeting basic needs like health care, clean water, and electricity.

6-9. Counterinsurgents may need to adjust the existing HN approach to leadership. HN leaders may be appointed and promoted based on family ties or membership in a party or faction, rather than on demonstrated competence or performance. Leaders may not seek to develop subordinates. The need to ensure the welfare of subordinates may not be a commonly shared trait. In some cases, leaders enforce the subordinates' obedience by fear and use their leadership position to exploit them. Positions of power can lead to corruption, which can also be affected by local culture.

6-10. The behavior of HN security force personnel is often a primary cause of public dissatisfaction. Corrupting influences of power must be guarded against. Cultural and ethnic differences within a population

may lead to significant discrimination within the security forces and by security forces against minority groups. In more ideological struggles, discrimination may be against members of other political parties, whether in a minority cultural group or not. Security forces that abuse civilians do not win the populace's trust and confidence; they may even be a cause of the insurgency. A comprehensive security force development program identifies and addresses biases as well as improper or corrupt practices.

6-11. Perhaps the biggest hurdle for U.S. forces is accepting that the host nation can ensure security using practices that differ from U.S. practices. Commanders must recognize and continuously address that this "The American way is best" bias is unhelpful. While relationships among U.S. police, customs, and military organizations works for the United States, those relationships may not exist in other nations that have developed differently.

RESOURCES

6-12. For Soldiers and Marines, the mission of developing HN security forces goes beyond a task assigned to a few specialists. The scope and scale of training programs today and the scale of programs likely to be required in the future have grown. While FID has been traditionally the primary responsibility of the special operations forces (SOF), training foreign forces is now a core competency of regular and reserve units of all Services. Multinational partners are often willing to help a nation against an insurgency by helping to train HN forces. Partner nations may develop joint training teams or assign teams to a specific element of the security force or a particular specialty. Training resources may be received from the following organizations and programs:

- Special operations forces.
- Ground forces.
- Joint forces.
- Interagency resources.
- Multinational resources.
- International Military Education and Training (IMET) Program.
- Contractor support.

Special Operations Forces

6-13. SOF focus on specific regions of the world and the study of languages and cultures. SOF have long been the lead organization in training and advising foreign armed forces. (FM 31-20-3 outlines Army special forces training programs and tactics, techniques, and procedures.) While SOF personnel may be ideal for some training and advisory roles, their limited numbers restrict their ability to carry out large-scale missions to develop HN security forces. In a low-level COIN, SOF personnel may be the only forces assigned; at the higher end of the spectrum, SOF may train only their counterparts in the HN forces.

Ground Forces

6-14. Large-scale training and advisory missions need to use large numbers of Soldiers and Marines who may not have language training or regional expertise to levels common in SOF. However, such conventional forces may have some advantages in training HN counterparts with similar missions. SOF and conventional ground forces need linguist augmentation and additional cultural training. (Appendix C discusses linguist support.) Commanders must assign the best qualified Soldiers and Marines to training and advisory missions. Those personnel normally come from active-duty forces, but large-scale efforts require using Reserve Component personnel. All land forces assigned to this high-priority mission need thorough training, both before deploying and in theater.

Joint Forces

6-15. Although other Services often play smaller roles, they can still make significant contributions because of their considerable experience in training foreign forces. For example, the Navy and Air Force can train their HN counterparts. The Coast Guard may also be of value, since its coastal patrol, fisheries oversight, and port security missions correlate with the responsibilities of navies in developing countries. To

minimize the burden on land forces, specialists—such as lawyers and medical personnel—from other Services participate in HN training wherever possible.

Interagency Resources

6-16. Interagency resources can support training HN security forces. Perhaps most important is training nonmilitary security forces. The Departments of Justice and State can send law enforcement specialists overseas to train and advise HN police forces. Police are best trained by other police. The quick reaction capability of these agencies is limited, although they can attain necessary levels when given time. Such forces are also expensive. During intensive counterinsurgencies, the environment's high-threat nature limits the effectiveness of civilian police advisors and trainers. These forces work more effectively when operating in a benign environment or when security is provided separately. Many legal restrictions about training nonmilitary forces exist. Normally the Department of State takes the lead in such efforts. However, the President occasionally assigns military forces to these missions.

Multinational Resources

6-17. Although their support frequently plays more of a legitimizing role, multinational partners also assist materially in training HN security forces. Some nations more willingly train HN forces, especially police forces, than provide troops for combat operations. Some multinational forces come with significant employment restrictions. Each international contribution is considered on its own merits, but such assistance is rarely declined. Good faith efforts to integrate multinational partners and achieve optimum effectiveness are required.

International Military Education and Training Program

6-18. For more than 50 years, the U.S. military has run the IMET program to provide opportunities for foreign personnel to attend U.S. military schools and courses. Most of these commissioned officers and noncommissioned officers (NCOs) receive English language training before attending the U.S. courses. In the case of Latin American armed forces, the United States operates courses in Spanish.

Contractor Support

6-19. In some cases, additional training support from contractors enables commanders to use Soldiers and Marines more efficiently. Contractor support can provide HN training and education, including the following:

- Institutional training.
- Developing security ministries and headquarters.
- Establishing administrative and logistic systems.

Contracted police development capabilities through the Department of State's Bureau of International Narcotics and Law Enforcement Affairs can provide expertise not resident in the uniformed military.

Organizing U.S. Forces to Develop Host-Nation Security Forces

6-20. Developing HN security forces is a complex and challenging mission. The United States and multinational partners can only succeed if they approach the mission with the same deliberate planning and preparation, energetic execution, and appropriate resourcing as the combat aspects of the COIN operation. Accordingly, COIN force commanders and staffs need to consider the task of developing HN security forces during their initial mission analysis. They must make that task an integral part of all assessments, planning, coordination, and preparation.

6-21. As planning unfolds, mission requirements should drive the initial organization for the unit charged with developing security forces. To achieve unity of effort, a single organization should receive this responsibility.

6-22. For small-scale COIN efforts, SOF may be the only forces used. SOF organizations may be ideally suited for developing security forces through the FID portion of their doctrinal mission.

6-23. If only a single component (land, maritime, air, or special operations) is being developed, commanders can assign the mission to a single-Service task force. For example, if the host nation requires a maritime capability to guard oil distribution platforms, a Navy task force may receive the mission.

6-24. In an area in which COIN operations are already underway, developing security forces can be assigned to a specific unit, such as a brigade combat team, division, or Marine air-ground task force.

6-25. For large, multi-Service, long-duration missions, a separate organization with the sole responsibility of developing security forces and subordinate to the COIN force commander may be required. Such an organization may be multi-Service, multinational, and interagency.

Table 6-1. Staff functions required when training host-nation security forces

- **Financial manager** for managing the significant monetary resources required for training, equipping, and building security forces. A separate internal auditor may be required as a check to ensure host-nation resources are safeguarded and effectively managed.
- **Staff judge advocate** with specific specialties and a robust capability for contract law, military justice, and the law of land warfare.
- **Construction engineer** management to oversee and manage the construction of security forces infrastructure, such as the following:
  - Bases, ranges, and training areas.
  - Depots and logistic facilities.
  - Police stations.
- **Political-military advisors** to ensure development of security forces is integrated with development of civilian ministries and capabilities.
- **Public affairs**, with a focused capability to build the populace's confidence in the host-nation security forces and to develop the host-nation forces' public affairs capability.
- **Force protection and focused intelligence staff** to address the challenge of and threats to the relatively small teams that may be embedded with host-nation security forces and not co-located with U.S. or multinational forces.
- **Materiel management** until such a capability is developed in the host-nation forces. The equipping and supplying of new security forces is critical to their development and employment. It may not be able to wait until the host-nation develops that capability.
- **Health affairs**, since most developing countries have poor health care systems. Host-nation personnel are more likely to stay in new units and fight when they believe that they will be properly treated if wounded. Additionally, disease is a significant threat that must be addressed with preventive medicine and robust care.
- **Security assistance** (IMET) to manage the external training efforts and foreign military sales, and to employ well-developed procedures for purchasing weapons, equipment, goods, and services. In counterinsurgencies, these functions are probably performed by higher headquarters staff elements rather than a stand-alone office (such as an office of military cooperation). U.S. security assistance programs normally try to sell U.S.-manufactured equipment. The organization responsible for equipping host-nation forces should not be constrained to purchase U.S. equipment. It requires the flexibility to procure equipment where time, cost, and quality are appropriate for host-nation needs.
- **Civilian law enforcement**. Staff officers with a civilian law enforcement background or actual civilian law enforcement personnel can play a vitally important role in advising the commander. Traditionally officers from the Reserve Components have done this.

6-26. The internal structure of the organization charged with developing security forces must reflect the desired end state of those security forces. For example, if army, police, air, naval, and special operations capabilities are being developed, the organization in charge of those programs requires teams charged specifically with each of those tasks. If civilian security components, such as a ministry of defense or interior, are being developed, then ministerial teams are needed. Developing security forces in terms of professionalism and ethics is important; a separate element focused on training those values may be needed.

6-27. The U.S. or multinational force responsible for these programs requires a headquarters and staff task-organized for the functions required to support all aspects of developing the security forces. (See paragraph 6-31.) In addition to traditional staff functions, some or all of functions listed in table 6-1 (page 6-5) may require augmentation.

6-28. An effective security force development organization is flexible and adaptive. Requirements for developing the type, character, composition, and quantity of security forces change as security forces grow and the COIN operation matures. The organization must anticipate such changes, since joint manning document procedures and requests for forces have limited responsiveness. Temporary duty and contract personnel may provide support to fill gaps until more permanent individuals or units arrive.

DESIRED END STATE

6-29. Training HN security forces is a slow and painstaking process. It does not lend itself to a "quick fix." Real success does not appear as a single decisive victory. To ensure long-term success, commanders clarify their desired end state for training programs early. This end state consists of a set of military characteristics common to all militaries. (See table 6-2.) Those characteristics have nuances in different countries, but well-trained HN security forces should—

- Provide reasonable levels of security from external threats while not threatening regional security.
- Provide reasonable levels of internal security without infringing upon the populace's civil liberties or posing a coup threat.
- Be founded upon the rule of law.
- Be sustainable by the host nation after U.S. and multinational forces depart.

6-30. When dealing with insurgents, HN military and police forces may perform functions not normally considered conventional. The military may fill an internal security role usually reserved for the police. Police may have forces so heavily armed that they would normally be part of the military. In the near term, the HN security forces should—

- Focus on COIN operations, integrating military capabilities with those of local, regional, and national police.
- Maintain the flexibility to transition to more conventional roles of external and internal defense, based on long-term requirements.

To meet both near- and long-term objectives, trainers remember the cumulative effects of training. Effective training programs have short-, mid-, and long-term effects.

6-31. To achieve this end state and intermediate objectives, the host nation should develop a plan—with multinational assistance when necessary. The plan should address all aspects of force development. U.S. doctrine divides force development into domains: doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF). Doctrine is listed first. However, these elements are tightly linked, simultaneously pursued, and difficult to prioritize. Commanders monitor progress in all domains. There is always a temptation for Soldiers and Marines involved in such programs to impose their own doctrine and judgment on the host nation. The first U.S. advisors and trainers working with the South Vietnamese Army aimed to create a conventional force to fight another Korean War. They did not recognize their allies' abilities or the real nature of the threat. The organization and doctrine adopted did not suit the South Vietnamese situation and proved vulnerable to North Vietnamese guerrilla tactics. HN security force doctrine, like the remaining DOTMLPF domains discussed in this chapter, must be appropriate to HN capabilities and requirements.

FRAMEWORK FOR DEVELOPMENT

6-32. The mission to develop HN security forces can be organized around these tasks:

- Assess.
- Organize.
- Build or rebuild facilities.

- Train.
- Equip.
- Advise.

These incorporate all DOTMLPF requirements. Although described sequentially, these tasks are normally performed concurrently. For example, training and equipping operations must be integrated and, as the operation progresses, assessments will lead to changes. If U.S. forces are directly involved in operations against insurgents, the development program requires a transition period during which major COIN operations are handed over to HN security forces.

Table 6-2. Characteristics of effective host-nation security forces

- **Flexible**. Forces capable of accomplishing the broad missions required by the host nation—not only to defeat insurgents or defend against outside aggression but also to increase security in all areas. This requires an effective command and organizational structure that makes sense for the host nation.
- **Proficient**.
  - Security forces capable of working effectively in close coordination with each other to suppress lawlessness and insurgency.
  - Military units tactically and technically proficient, capable of ensuring their aspect of national security and capable of integrating their operations with those of multinational partners.
  - Nonmilitary security forces competent in maintaining civil order, enforcing laws, controlling borders, securing key infrastructure (such as power plants), and detaining criminal suspects.
  - Nonmilitary security forces thoroughly trained in modern police ethos and procedures, and who understand the basics of investigation, evidence collection, and proper court and legal procedures.
- **Self-sustained**. Forces capable of managing their own equipment throughout its life cycle (procurement to disposal) and performing administrative support.
- **Well led**. Leaders at all levels who possess sound professional standards and appropriate military values, and are selected and promoted based on competence and merit.
- **Professional**.
  - Security forces that are honest, impartial, and committed to protecting and serving the entire population, operating under the rule of law, and respecting human rights.
  - Security forces that are loyal to the central government and serving national interests, recognizing their role as the people's servants and not their masters.
- **Integrated into society**. Forces that represent the host nation's major ethnic groups and are not seen as instruments of just one faction. Cultural sensitivities toward the incorporation of women must be observed, but efforts should also be made to include women in police and military organizations.

ASSESS

6-33. Commanders assess the situation at the start of every major military operation. The assessment is one part of the comprehensive program of analyzing the insurgency. It includes looking at the society and the economy. The analysis is performed in close collaboration with the U.S. country team, the host nation, and multinational partners. These partners continually assess the security situation and its influence on other logical lines of operations. From the assessment, planners develop short-, mid-, and long-range goals and programs. As circumstances change, so do the goals and programs. A raging insurgency might require the early employment of HN forces at various stages of development. Some existing security forces may be so dysfunctional or corrupt that the organizations must be disbanded rather than rehabilitated. In some cases, commanders will need to replace some HN leaders before their units will become functional.

6-34. While every situation is different, leaders of the development program should assess the following factors throughout planning, preparation, and execution of the operation:

- Social structure, organization, demographics, interrelationships, and education level of security force elements.
- Methods, successes, and failures of HN COIN efforts.
- State of training at all levels, and the specialties and education of leaders.
- Equipment and priority placed on maintenance.
- Logistic and support structure, and its ability to meet the force's requirements.
- Level of sovereignty of the HN government.
- Extent of acceptance of ethnic and religious minorities.
- Laws and regulations governing the security forces and their relationship to national leaders.

6-35. A comprehensive mission analysis should provide a basis for establishing the scope of effort required. This analysis includes a troop-to-task analysis that determines the type and size of forces needed. The HN security forces may require complete reestablishment, or they may only require assistance to increase capacity. They may completely lack a capability (for example, internal affairs, federal investigative department, corrections, logistics for military forces, formal schools for leaders), or they may only require temporary reinforcement. As with other military operations, efforts to assist security forces should reinforce success. For example, instead of building new police stations in every town, improve the good stations and use them as models for weaker organizations.

6-36. Leaders need decisions on what shortfalls to address first. The extent of the insurgency combined with resource limitations inevitably forces commanders to set priorities. Follow-on assessments should start by reviewing areas with restricted resources, determining where resources should be committed or redirected, and deciding whether to request additional resources. If the U.S. or another multinational partner or international entity exercises sovereignty, such as during an occupation or regime change, decisions about security force actions can be imposed on a host nation; however, it is always better to take efforts to legitimize the HN leaders by including them in decisions.

6-37. Developing a strategic analysis and outlining a strategic plan for training the forces of a country facing an insurgency is not necessarily a long process. In fact, situations that include a security vacuum or very active insurgency often require starting programs as soon as possible. Assessment is continuous; initial assessments and the programs they inspire must be adjusted as more experience and information are gained. In 1981, when El Salvador faced a major insurgency, a team of ten U.S. officers visited there. The team consulted with the HN command and the U.S. military assistance advisory group (referred to as the MILGRP) for ten days. In that time, the team outlined a five-year comprehensive plan to rebuild, reorganize, train, and reequip the Salvadoran armed forces to counter the insurgency. The U.S. plan became part of the foundation of a successful national COIN strategy. A team with a similar mission today should include specialists from the Departments of State, Justice, and Homeland Security (in particular, border security and customs experts) to assess the security force requirements.

ORGANIZE

6-38. Organizing HN forces depends on the host nation's social and economic conditions, cultural and historical factors, and security threat. The development program's aim is to create an efficient organization with a command, intelligence, logistic, and operations structure that makes sense for the host nation. Conventional forces with limited special purpose teams (such as explosive ordnance disposal and special weapons and tactics [SWAT]) are preferred. Elite units tend to divert a large share of the best leadership and remove critical talent from the regular forces. Doctrine should be standard across the force, as should unit structures. The organization must facilitate the collection, processing, and dissemination of intelligence across and throughout all security forces.

6-39. Another organizational approach is establishing home guard units. In many COIN operations, these units have effectively provided increased security to the populace. Home guards are part-time, lightly armed, local security forces under HN government control. Often, career military and police officers supervise home guards at the provincial and national levels. Home guards provide point security. They guard vital installations that insurgents will likely target, such as government buildings and businesses. Home guards can also provide security for small villages and man gates and checkpoints. While home guards are

not trained to conduct offensive operations, their constant presence reminds the populace that the HN government can provide security. Effective home guards can free police and military forces from stationary guard duties.

General Considerations

6-40. As much as possible, the host nation should determine the security force organization's structure. The host nation may be open to proposals from U.S. and multinational forces but should at least approve all organizational designs. As the HN government strengthens, U.S. leaders and trainers should expect increasingly independent organizational decisions. These may include changing the numbers of forces, types of units, and internal organizational designs. Culture and conditions might result in security forces given what U.S. experience considers nontraditional roles and missions. HN police may be more paramilitary than their U.S. counterparts, and the military may have a role in internal security. Eventually, police and military roles should clearly differ. Police should counter crime while the military should address external threats. However, the exact nature of these missions depends on the HN situation. In any event, police and military roles should be clearly delineated.

6-41. Organized units should include all appropriate warfighting functions (formerly, battlefield operating systems) or some adaptation for police forces. Some systems may be initially deployed in limited numbers or excluded for various reasons, for example, cost, relevance, or training requirements. However, organizational plans should include eventually establishing all appropriate capabilities.

6-42. Organization should address all security force elements, from the ministerial level to the patrolling police officer and soldier. Figure 6-1 (page 6-10) illustrates the complex matrix of simultaneous development programs. Building a competent HN civilian infrastructure—including civilian command and control systems—is critical for success in COIN. The COIN force commander works with HN ministries responsible for national and internal security, including the ministry of national defense, the interior ministry, and the justice ministry. The commander assesses strengths and weaknesses of the ministerial organization as well as training requirements of civilian defense officials and employees. The U.S. and multinational advisory team at the ministry level help the host nation develop a procurement and management system that effectively meets its requirements.

6-43. A thorough review of HN military and police doctrine is a necessary first step in setting up a training program. Advisors review security force regulations to ensure they provide clear, complete instructions for discipline, acquisitions, and support activities. Advisors review and refine doctrine (including tactics, techniques, and procedures) to address COIN operations. Regulations should fit security force personnel's level of education and sophistication. Treatment of prisoners, detainees, and suspected persons should be clear and consistent with the norms of international and military law.

Personnel Considerations

6-44. Organizing a security force requires resolving issues related to the following areas:

- Recruiting.
- Promotion screening and selection.
- Pay and benefits.
- Leader recruiting and selection.
- Personnel accountability.
- Demobilization of security force personnel.

Recruiting

6-45. Recruiting is critical when establishing security forces. The host nation designs the recruiting program, considering local culture and themes that resonate with the populace. The program should ensure that security forces include members from all major demographic groups. U.S. and multinational partners should encourage and support HN efforts to recruit from minority populations. A mobile recruiting capability should be established to target specific areas, ethnic groups, or tribes to ensure demographic representation within the security forces. Moderate groups and factions within hostile or potentially hostile eth-

nic groups should be encouraged to join the HN security forces. Most HN governments will likely resist recruiting disaffected ethnic groups into their security forces. However, even moderate success in recruiting from these groups provides enormous payoffs. It builds the security forces' legitimacy and often quiets legitimate fears of such groups regarding their relationship to the HN government. Effectively disarming, demobilizing, and reintegrating former insurgents and their groups must be part of the overall COIN plan. It must be included in the recruiting effort.

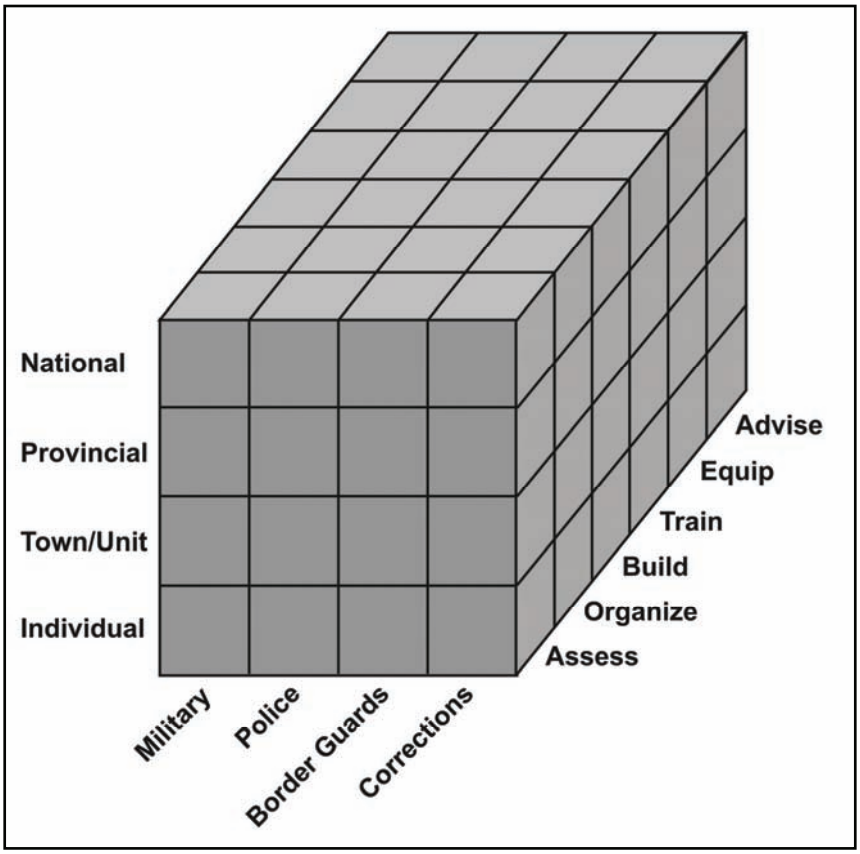

Figure 6-1. Factors affecting security force development

6-46. A proper recruiting program requires a clear set of appropriate mental, physical, and moral standards. Ideally, recruits are centrally screened and inducted. Recruiting centers need to be located in areas safe from insurgent attacks; these centers are attractive targets. All recruits should undergo a basic security check and be vetted against lists of suspected insurgents. As much as possible, HN agencies and personnel should perform this screening. Membership in illegal organizations needs to be carefully monitored. Past membership need not preclude a person from joining the security forces; however, any ongoing relationship with an illegal organization requires constant monitoring. HN personnel need to ensure that no single military or police unit contains too many prior members of an illegal unit, tribal militia, or other militant faction.

Promotion Screening and Selection

6-47. Selection for promotion must stem from proven performance and aptitude for increased responsibility. Objective evaluations ensure promotion is by merit and not through influence or family ties. Two methods for selecting leaders may be worth considering. One method identifies the most competent performers, trains them, and recommends them for promotion. The second method identifies those with social or professional status within the training group, then trains and recommends them for promotion. The first method may lead to more competent leaders but could be resisted for cultural reasons. The second method

ensures the new leader will be accepted culturally but may sacrifice competence. The most effective solution comes from combining the two methods.

Pay and Benefits

6-48. Appropriate compensation levels help prevent a culture of corruption in the security forces. It is cheaper to spend the money needed for adequate wages and produce effective security forces than to pay less and end up with corrupt and abusive forces that alienate the populace. Paying the police adequately is especially important; the nature of their duties and contact with the civilian community often expose them to opportunities for corruption. (Table 6-3 lists some important considerations concerning security force pay.)

Table 6-3. Security force pay considerations

- Pay for commissioned officers, noncommissioned officers, and technical specialists should be competitive with that of other host-nation professionals. Police officers need to be paid enough that they do not have to supplement their income with part-time jobs or resort to illegal behavior.
- Pay should be disbursed through host-nation government channels, not U.S. channels.
- Cultural norms should be addressed to ensure that any questionable practices, such as "taxing" subordinates, are minimized.
- Good pay and attractive benefits must be combined with a strict code of conduct that allows for the immediate dismissal of corrupt security personnel.
- Pensions should be available to compensate families of security force members in the event of a service-related death.
- Pay for military forces should come from central government budgets. Military forces must not be paid from kickbacks or locally procured revenue. This practice results in the populace questioning the military's loyalty, and corruption will be likely.
- Pay for military and police personnel should be roughly equivalent. General pay parity helps ensure that no single force attracts all the best qualified personnel.

6-49. Effective security forces can help improve HN social and economic development through the benefits each member receives. Every recruit should receive a basic education, job training, and morals and values inculcation.

Leader Recruiting and Selection

6-50. Officer candidate standards should be high. Candidates should be in good health and pass an academic test with a higher standard than the test for enlisted recruits. Officer candidates should be carefully vetted to ensure that they do not have close ties to any radical or insurgent organization.

6-51. NCOs should be selected from the best enlisted security force members. Objective standards, including proficiency tests, should be established and enforced to ensure that promotion to the NCO ranks comes from merit, not through influence or family ties. Many armies lack a professional NCO corps; establishing one for a host nation may be difficult. In the meantime, adjustments will have to be made, placing more responsibility on commissioned officers.

Personnel Accountability

6-52. HN leaders must carefully track and account for security force personnel. Proper personnel accountability reduces corruption, particularly in countries with manual banking systems where security force personnel are paid in cash. In addition, large numbers of personnel failing to report for duty can indicate possible attacks, low unit morale, or insurgent and militia influences on the security forces.

Demobilization of Security Force Personnel

6-53. Host nations should develop programs to keep a class of impoverished and disgruntled former officers and soldiers from forming. As the security forces mature, commissioned officers and NCOs who perform poorly or fail to meet the new, higher standards of the force will need to be removed. Providing some form of government-provided education grants or low-interest business loans enables discharged personnel to earn a living outside the military. Commissioned officers and NCOs who serve for several years and are then removed should receive a lump-sum payment or small pension to ease their transition to civilian life. These programs should not apply to those guilty of major human rights abuses or corruption. Demobilization planning should start as soon as commanders anticipate the need. (It may not be required in all cases.) Any plan should evolve with HN security force development to ensure its feasibility. Similar programs may be required when demobilizing nongovernment militias.

6-54. As a conflict ends, some security forces may need to be disarmed, demobilized, and reintegrated into civil society. To avoid producing a pool of recruits for the insurgency, the host nation should establish programs to keep large numbers of demobilized security force members from becoming immediately unemployed. Civil service departments should provide a hiring preference to people completing an honorable term of service. Government-financed education programs for demobilized members are another possibility.

BUILD OR REBUILD FACILITIES

6-55. HN security forces need infrastructure support. People need buildings for storage, training, and shelter. Often requirements include barracks, ranges, motor pools, and other military facilities. Construction takes time; the host nation needs to invest early in such facilities if they are to be available when needed. Protection must be considered in any infrastructure design, including headquarters facilities, as infrastructure provides attractive targets for insurgents. (See FM 5-104 for information on hardening measures to increase infrastructure survivability and improve protection.)

6-56. During an insurgency, HN military and police forces often operate from local bases. Building training centers and unit garrisons requires a long-term force-basing plan. If possible, garrisons should include housing for the commissioned officers, NCOs, and families; government-provided medical care for the families; and other benefits that make national service attractive.

6-57. The host nation may need to make large investments in time and resources to restore or create the nationwide infrastructure necessary to effectively command and control HN security forces. Communications facilities are especially important. Besides building local bases and police stations, the host nation will need functional regional and national headquarters and ministries.

TRAIN

6-58. U.S. and multinational training assistance should address shortfalls at every level with the purpose of establishing self-sustaining training systems.

Training the U.S. Trainers

6-59. Soldiers and Marines assigned training missions should receive training on the specific requirements of developing HN forces. The course should emphasize the host nation's cultural background, introduce its language, and provide cultural tips for developing a good rapport with HN personnel. The course should also include protection training for troops working with HN forces. U.S. trainees must become familiar with the HN organization and equipment, especially weapons not in the U.S. inventory. This training must emphasize the following:

- Sustaining training and reinforcing individual and team skills.
- Using the smallest possible student-to-instructor ratio.
- Developing HN trainers.
- Training to standards—not to time.
- Providing immediate feedback; using after-action reviews.

- Respecting the HN culture, but learning to distinguish between cultural practices and excuses.
- Learning the HN language.
- Working with interpreters.

6-60. U.S. forces should show respect for local religions and traditions. Soldiers and Marines should willingly accept many aspects of the local and national culture, including food (if sanitation standards permit). U.S. forces must make clear that they do not intend to undermine or change the local religion or traditions. However, Soldiers and Marines have a mission to reduce the effects of dysfunctional social practices that affect the ability to conduct effective security operations. U.S. trainers and advisors must have enough awareness to identify and stop inappropriate behavior, or at least report it to the multinational and HN chains of command.

Establishing Training Standards

6-61. Insurgent approaches and their corresponding responses from targeted governments vary widely; however, the host nation and trainers can still establish clear measures for evaluating the training of individuals, leaders, and units. COIN operations require many of the same individual and collective skills performed in conventional military operations but also include additional requirements for COIN. Small units execute most COIN operations; therefore, effective COIN forces require strong junior leaders. All levels of training for all components should include values training. Metrics for evaluating units should include subjective measures, such as loyalty to the HN government, as well as competence in military tasks. Soldiers and Marines know how to evaluate military training. However, the acceptance of values, such as ethnic equality or the rejection of corruption, may be a better measure of training effectiveness in some COIN situations. Gauging this acceptance is far more difficult than evaluating task performance.

6-62. Effective training programs require clear, detailed individual, leader, and unit performance standards. These standards take into account cultural factors that directly affect the ability of the individual or unit to operate. For example, training a unit to conduct effective operations requires more time in countries where the average soldier is illiterate. Similarly, staff training proves more difficult in countries with a low educational level. Building a security force from the ground up takes far more time than creating one around a trained cadre of HN personnel. With this in mind, it is usually better to use existing military personnel to form units and cadres for units, rather than creating novice security forces. Vetting may be required to determine loyalties and validate the abilities of existing security forces.

6-63. Poorly trained leaders and units are more prone to committing human rights violations than well-trained, well-led units. Leaders and units unprepared for the pressure of active operations tend to use indiscriminate force, target civilians, and abuse prisoners. These actions can threaten the popular support and government legitimacy essential for COIN success. Badly disciplined and poorly led security forces become effective recruiters and propagandists for insurgents.

6-64. Setting realistic metrics, both objective and subjective, for HN security forces and following through on training plans consume time. The pressure is strong to find training shortcuts, employ "quick fixes," or to train personnel on the job. Trainers should resist such approaches. In the long term, such approaches create more problems than they solve. However, trainers should also avoid the temptation to create long, complex training programs based on unrealistic standards. Effective programs account for the host nation's culture, resources, and short-term security needs. No firm rules exist on how long particular training programs should take, but trainers can use existing and historical U.S. or multinational training programs as starting points for planning. To a certain extent, the insurgent threat dictates how long training can take. As security improves, training programs can expand to facilitate achievement of the long-term end state.

Training Methods

6-65. Training programs should be designed to prepare HN personnel to train themselves. HN trainers are the best trainers and should be used as much as possible. Many training methods have proven successful; some also enhance developing HN training capability. (Table 6-4 [page 6-14] lists several successful training methods.)

Table 6-4. Methods of training host-nation security forces

- **Formal schools** initially run by U.S. forces with selected graduates returning as instructors. This includes entry-level individual training.
- **Mobile training teams** to reinforce individual and collective training as needed.
- **Partnership training** with U.S. forces tasked to train and advise host-nation units with whom they are partnered. U.S. forces support host-nation units. As training progresses, host-nation squads, platoons, and companies may work with their U.S. partners in security or combat operations. In this manner, the whole U.S. unit mentors their partners. Habitual training relationships should be maintained between partners until host-nation units meet standards for full capability.
- **Advisor teams** detailed to assist host-nation units with minimal segregation between U.S. and host-nation personnel. Advisor teams work especially well in training senior ministry personnel.
- **U.S. personnel embedded in key positions in host-nation units**. This may be required where host-nation security forces are needed but leader training is still in its early stages. This approach increases dependency on U.S. forces and should be used only in extreme circumstances. As host-nation capabilities improve, host-nation personnel should replace the embedded U.S. or multinational personnel.
- **Contractors** can also be used to assist with training, though care is required to ensure the training is closely supervised and meets standards.

Training Soldiers

6-66. Security force members must be developed through a systematic training program. The program first builds their basic skills, then teaches them to work together as a team, and finally allows them to function as a unit. Basic military training should focus first on COIN-related skills, such as first aid, marksmanship, and fire discipline. Leaders must be trained in tactics, including patrolling and urban operations. Everyone must master rules of engagement and the law of armed conflict. HN units should train to standard for conducting the major COIN missions they will face. Required skills include the following:

- Manage their security.
- Provide effective personnel management.
- Conduct logistic (planning, maintenance, sustainment, and movement) operations.
- Conduct basic intelligence functions.
- Coordinate indirect fires.
- Provide for effective medical support.

Training Leaders

6-67. The effectiveness of the HN security forces directly relates to the quality of their leadership. Building effective leaders requires a comprehensive program of officer, staff, and specialized training. The ultimate success of any U.S. involvement in a COIN effort depends on creating viable HN leaders able to carry on the fight at all levels and build their nation on their own.

Leader Training Standards

6-68. The leader training methodology must reinforce the different levels of authority within the HN security force. The roles and responsibilities of each commissioned officer and NCO rank must be firmly established so recruits understand what is expected of them. Their subordinate relationship to civilian authorities must also be reinforced to ensure civilian control. In addition, training should establish team dynamics. In some cultures, security forces may need training to understand the vital role of members not in primary leadership positions.

6-69. In addition to tactical skills, commissioned officers should be trained in accountability, decision making, delegating authority, values, and ethics. Special requirements for COIN should be the primary focus of the initial curriculum. These subjects include the following:

- Intelligence collection.
- Day and night patrolling.
- Point security.
- Cordon and search operations.
- Operations with police.
- Treatment of detainees and prisoners.
- Psychological operations.
- Civic action.

As the insurgency declines, the curriculum can be adjusted for a long-term focus.

6-70. In addition, leader training should be conducted in a way that shows—

- How to work as a team.
- How to develop and take advantage of subordinates' skills.
- How to train subordinates.
- How to maintain discipline and assume responsibility for one's own and subordinates' actions.
- How to understand and enforce the rules of engagement.

Basic Commissioned Officer Education

6-71. Various models for basic officer education exist. These include the following:

- One-year military college.
- Four-year military college.
- Officer candidate school (OCS).
- Military training at civilian universities.

6-72. Time available may determine which model to use as the primary commissioning source. If the situation allows, four-year programs at military or civilian institutions may be the best choice. If not, the OCS and one-year college models may be better. Theoretically, having a few high-quality officers may be better than many adequate ones, but the insurgents may not allow this luxury. Citizens under attack would rather have an adequate officer and unit now than a better leader and organization years later.

6-73. The British Army uses the one-year military college model. Prospective officers attend Sandhurst, an intensive course that includes a rigorous program of basic training and a thorough grounding in the British Army's history and culture. It also emphasizes developing each future officer as a leader. At the end of the year, each new officer attends a shorter specialty branch course.

6-74. The four-year military and civilian college models provide the best overall education, while preparing officers for work at the tactical and operational levels. The longer programs also are good for inculcating values. However, they require significant time and resources.

6-75. Under an OCS-style program, outstanding individuals come from the enlisted ranks or society. They receive intensive training in the military skills junior officers require. OCS programs often last less than a year. An OCS-style course should be followed by specialized branch training.

Intermediate and Advanced Commissioned Officer Education

6-76. Military units only become effective when their commanders and staffs can effectively plan, prepare, execute, and assess operations. Initial intermediate-level commissioned officer training should focus on building effective commanders and staffs for small units, then progressively move to higher echelons. Thus, initial intermediate-level officer training focuses on the company and battalion levels (or police station level). Later courses address higher echelons, depending on the size of the overall force to be developed.

6-77. A cadre of carefully selected low- and mid-level commissioned officers can receive an advanced education at existing formal schools in the United States or other partner nations through IMET-like programs. This type of program builds a qualified leadership cadre. This cadre can, upon their return home, assume leadership positions and become the faculty for HN schools. These officers should have increased credibility when they return to their country. Officer students usually make and maintain strong personal connections with their foreign hosts during and after their stay abroad. One of the key goals for developing HN security forces is to professionalize them. The first-hand experience of their officers training at foreign military schools, living abroad, and seeing military professional standards practiced proves invaluable. As with officer commissioning programs, time is a key consideration. IMET-like programs are expensive and time consuming. The best officers—those normally selected for such training—may be needed more in the country's combat forces fighting the insurgency.

Operational Employment of Newly Trained Forces

6-78. Building the morale and confidence of security forces should be a primary strategic objective. Committing poorly trained and badly led forces results in high casualties and invites tactical defeats. While defeat in a small operation may have little strategic consequence in a conventional war, even a small tactical defeat of HN forces can have serious strategic consequences in a COIN. Insurgent warfare is largely about perceptions. Effective insurgent leaders can quickly turn minor wins into major propaganda victories. Defeat of one government force can quickly degrade the morale of others. If a HN force fails, the local populace may begin to lose confidence in the government's ability to protect them. A string of relatively minor insurgent victories can cause widespread loss of morale in the HN forces and encourage the "neutral majority" to side with the insurgents. In short, the HN security forces must be prepared for operations so that they have every possible advantage. The decision to commit units to their first actions and their employment method requires careful consideration. As much as possible, HN forces should begin with simpler missions. As their confidence and competence grows, these forces can assume more complex assignments. Collaborating with U.S. or multinational units can help new HN units to become accustomed to the stresses of combat.

6-79. Newly trained units should enter their first combat operation in support of more experienced HN, U.S., or multinational forces. Operational performance of such inexperienced organizations should be carefully monitored and evaluated so that weaknesses can be quickly corrected. The employment plan for HN security units should allow enough time for additional training after each operation. Introducing units into combat gradually allows identification of poor leaders to the HN leadership for retraining or other action. Competent leaders are also identified and given greater authority and responsibility.

Training Defense Ministry Civilians

6-80. U.S. forces tasked with training HN personnel must also ensure that the military and security forces have capable management in the top ranks. Combatant commanders place experienced U.S. officers and Department of Defense personnel inside the HN defense and interior ministries as trainers and advisors for HN managers and leaders. U.S. forces should also develop a training program for civilian personnel of the ministry of defense. Personnel training should address the following:

- Equipment acquisition.
- Departmental administration.
- Personnel management.
- Financial management.
- Maintenance and inventory controls.
- Strategic (or national) level operations.

Selected ministry of defense personnel may receive specialized training in defense management through U.S. or multinational partners' schools (for example, the National Defense University) or in civilian institutions that specialize in graduate programs for security studies.

EQUIP

6-81. The strategic plan for security force development should outline HN equipment requirements. Equipment should meet the host nation's requirements. Appropriate equipment is affordable and suitable against the threat. The host nation must also be able to train on the equipment. Interoperability may be desired in some cases. A central consideration includes the host nation's long-term ability to support and maintain the equipment.

6-82. The initial development plan should include phases with goals for HN forces to meet over a period of three to four years. Due to the highly adaptive nature of insurgents and the often rapidly changing situation on the ground, commanders must continually asses the direction and progress of developing HN security forces.

6-83. The requirement to provide equipment may be as simple as assisting with maintenance of existing formations or as extensive as providing everything from shoes and clothing to vehicles, communications, and investigation kits. If insurgents use heavy machine guns and rocket-propelled grenades, HN security forces need comparable or better equipment. This especially applies to police forces, which are often lightly armed and vulnerable to well-armed insurgents.

6-84. Primary considerations should include maintainability, ease of operation, and long-term sustainment costs. Few developing nations can support highly complex equipment. In COIN operations, having many versatile vehicles that require simple maintenance is often better than having a few highly capable armored vehicles or combat systems that require extensive maintenance. Developing an effective HN maintenance system often begins with major maintenance performed by contractors. The program then progresses to partnership arrangements with U.S. forces as HN personnel are trained to perform the support mission.

6-85. Sources for HN materiel include U.S. foreign military sales, multinational or third-nation resale of property, HN contracts with internal suppliers, or HN purchases on the international market. (Paragraphs D-27 through D-34 discusses relevant legal considerations.) The HN, U.S., and multinational organizations responsible for equipping HN forces should have the flexibility necessary to obtain equipment that meets the HN force needs for quality, timeliness and cost. As part of their training, HN security forces also need to learn the practices and importance of property accountability to reduce corruption and ensure proper equipment usage. Part of equipping HN forces includes training them in the practices and importance of property accountability. HN forces are expected to provide equipment the same level of control and protection that U.S. forces provide for similar equipment. (See AR 12-1 and DODD 5105.38M.)

ADVISE

6-86. Advisors are the most prominent group of U.S. personnel that serve with HN units. Advisors live, work, and (when authorized) fight with their HN units. Segregation is kept at an absolute minimum. The relationship between advisors and HN forces is vital. U.S. commanders must remember that advisors are not liaison officers, nor do they command HN units.

6-87. Effective advisors are an enormous force enhancer. The importance of the job means that the most capable individuals should fill these positions. Advisors should be Soldiers and Marines known to take the initiative and who set the standards for others. (FM 31-20-3 provides additional information and guidelines for advisors.)

6-88. More than anything else, professional knowledge and competence win the respect of HN troops. Effective advisors develop a healthy rapport with HN personnel but avoid the temptation to adopt HN positions contrary to U.S. or multinational values or policy.

6-89. Advisors who understand the HN military culture understand that local politics have national effects. Effective advisors recognize and use cultural factors that support HN commitment and teamwork. A good advisor uses the culture's positive aspects to get the best performance from each security force member and leader. Table 6-5 (page 6-18) lists important guidelines for advisors.

Table 6-5. Guidelines for advisors

- Try to learn enough of the language for simple conversation.
- Be patient. Be subtle. In guiding host-nation counterparts, explain the benefits of an action and convince them to accept the idea as their own. Respect the rank and positions of host-nation counterparts.
- Be diplomatic in correcting host-nation forces. Praise each success and work to instill pride in the unit.
- Understand that an advisor is not the unit commander but an enabler. The host-nation commander makes decisions and commands the unit. Advisors help with this task.
- Keep host-nation counterparts informed; try not to hide agendas.
- Work to continually train and improve the unit, even in the combat zone. Help the commander develop unit standing operating procedures.
- Be prepared to act as a liaison to multinational assets, especially air support and logistics. Maintain liaison with civil affairs and humanitarian teams in the area of operations.
- Be ready to advise on the maintenance of equipment and supplies.
- Have a thorough knowledge of light infantry tactics and unit security procedures.
- Use "confidence" missions to validate training.
- Stay integrated with the unit. Eat their food. Do not become isolated from them.
- Be aware of the operations in the immediate area to prevent fratricide.
- Insist on host-nation adherence to the recognized human rights standards concerning treatment of civilians, detainees, and captured insurgents. Report any violations to the chain of command.
- Be objective in reports on host-nation unit and leader proficiency. Report gross corruption or incompetence.
- Train host-nation units to standard and fight alongside them. Consider host-nation limitations and adjust. Flexibility is key. It is impossible to plan completely for everything in this type of operation. Therefore, constantly look forward to the next issue and be ready to develop solutions to problems that cannot be answered with a doctrinal solution.
- Remember that most actions have long-term strategic implications.
- Maintain a proper military bearing and professional manner.

Multinational Security Transition Command–Iraq

The experience of Multinational Security Transition Command–Iraq (MNSTC-I) in 2005 demonstrates the challenges of developing and assisting host-nation security forces facing an intensive insurgency. MNSTC-I programs were built on three pillars:

- Training and equipping the Iraqi security forces to standard.
- Using transition teams to guide the development of leaders and staffs.
- Partnerships between U.S. and multinational forces on the ground and developing Iraqi forces.

Initial plans called for only a small army (to deal with external threats) supplemented by conventional police forces (to maintain internal law and order). As the insurgency matured, the decision was made to develop a larger Iraqi Army and to focus it on the internal threat. A more robust police force was also developed. Training programs matured, becoming longer and more focused on counterinsurgency tasks. Decisions by the Iraqi government also necessitated training and organizational changes. Training programs were adjusted, based on the experience of recruits, and eventually lengthened and changed in response to the increasing lethality of the insurgency and lessons learned. Advisors assigned to Iraqi units were termed "transition teams"

and instructed to focus on the development of leaders and staffs at battalion level and above.

As security forces grew significantly, it became evident that civilian ministry infrastructure development was not keeping pace. So MNSTC-I assumed the additional mission of creating ministerial-level organizations, finding resources, and changing culture. Another significant challenge involved selecting and training competent host-nation leadership—commissioned and noncommissioned officers. This grew more challenging as the host nation regained sovereignty and asserted its authority, which led to a greater focus on developing staffs by transition teams.

The MNSTC-I experience shows the advantage of doing a prompt initial assessment and then adjusting as conditions change and lessons are learned. Developing HN security forces from scratch in an active insurgency environment is often more about overcoming friction than about perfect planning. MNSTC-I also demanded robust interagency and multinational participation in the training effort and fought for the funding necessary to make it effective. MNSTC-I found that easily measured measures of effectiveness, such as soldiers equipped or battalions fielded, were not as useful as more complicated and more subjective metrics, such as the training level of fielded units and their loyalty to the national government.

POLICE IN COUNTERINSURGENCY

6-90. The primary frontline COIN force is often the police—not the military. The primary COIN objective is to enable local institutions. Therefore, supporting the police is essential. But the police are only a part of the rule of law. Police require support from a law code, judicial courts, and a penal system. Such support provides a coherent and transparent system that imparts justice. Upholding the rule of law also requires other civil institutions and a HN ability to support the legal system. Commanders should ensure that robust coordination mechanisms linking their efforts with the larger developmental process exist. If parts of the rule of law do not work, then commanders must be prepared to meet detention requirements.

6-91. Few military units can match a good police unit in developing an accurate human intelligence picture of their AO. Because of their frequent contact with populace, police often are the best force for countering small insurgent bands supported by the local populace. In COIN operations, special police strike units may move to different AOs, while patrol police remain in the local area on a daily basis and build a detailed intelligence picture of the insurgent strength, organization, and support.

ORGANIZING THE POLICE

6-92. Police often consist of several independent but mutually supporting forces. These may include—

- Criminal and traffic police.
- Border police.
- Transport police for security of rail lines and public transport.
- Specialized paramilitary strike forces.

In addition, a host nation may establish various reserve police units or home guards to provide local security. The force may include paramilitary units. Police might be organized on a national or local basis. Whatever police organization is established, Soldiers and Marines must understand it and help the host nation effectively organize and use it. This often means dealing with several police organizations and developing plans for training and advising each one.

6-93. A formal link or liaison channel must exist between the HN police and military forces. This channel for coordination, deconfliction, and information sharing enables successful COIN operations.

6-94. Military forces might have to perform police duties at the start of an insurgency; however, it is best to establish police forces to assume these duties as soon as possible. U.S., multinational, and HN partners

should institute a comprehensive program of police training. Moreover, plans for police training need to envision a several-year program to systematically build institutions and leadership.

6-95. Although roles of the police and military forces in COIN operations may blur, important distinctions between the two forces exist. If security forces treat insurgents as criminals, the police may retain the primary responsibility for their arrest, detention, and prosecution.

6-96. Countering an insurgency requires a police force that is visible day and night. The host nation will not gain legitimacy if the populace believes that insurgents and criminals control the streets. Well-sited and protected police stations can establish a presence in communities as long as the police do not hide in those stations. Police presence provides security to communities and builds support for the HN government. When police have daily contact with the local populace, they can collect information for counterinsurgents.

6-97. Good pay and attractive benefits must be combined with a strict code of conduct that follows the rule of law and allows for the immediate dismissal of police officers for gross corruption. Good planning ensures that police pay, housing, benefits, and work conditions attract a high quality of police recruit as well as discourage petty corruption. Such corruption undermines the populace's confidence in the police and government. An important step in organizing a police force involves setting up an independent review board composed of experts, government officials, or nongovernmental organization members. It should not be under the direct command of the police force. This board should have the authority to investigate charges of police abuse and corruption, oversee the complaints process, and dismiss and fine police found guilty of misconduct.

TRAINING THE POLICE IN COUNTERINSURGENCY

6-98. Police training is best conducted as an interagency and multinational operation. In a multinational effort, a separate multinational police training and advisory command could work with the military training command. Ideally, leaders for police training are civilian police officers from the Departments of Justice and State along with senior police officers from multinational partners. Civilian police forces have personnel with extensive experience in large city operations. Department of Justice and multinational police organizations have extensive experience operating against organized crime groups. Experience countering organized crime is especially relevant to COIN; most insurgent groups are more similar to organized crime in their organizational structure and relations with the populace than they are to military units. U.S. military police units serve best when operating as a support force for the professional civilian police trainers. However, military forces may be assigned the primary responsibility for police training; they must be prepared to assume that role if required. (See paragraph D-3 for legal considerations associated with this mission.)

6-99. Military police can provide much of the initial police training. They are especially suited to teach the HN police forces the following skills:

- Weapons handling.
- Small-unit tactics.
- Special weapons employment.
- Convoy escort.
- Riot control.
- Traffic control.
- Prisoner and detainee handling and processing.
- Police intelligence.
- Criminal intelligence.
- Criminal handling.
- Stations management.

Higher level police skills—such as civilian criminal investigation procedures, antiorganized crime operations, and police intelligence operations—are best taught by civilian experts.

6-100. Military police or corrections personnel can also provide training for detention and corrections operations. HN personnel should be trained to handle and interrogate detainees and prisoners according to in-

ternationally recognized human rights norms. Prisoner and detainee management procedures should provide for the security and the fair and efficient processing of those detained.

6-101. Police forces, just like military forces, need quality support personnel to be effective. This requires training teams to ensure that training in support functions is established. Specially trained personnel required by police forces include the following:

- Armorers.
- Supply specialists.
- Communications personnel.
- Administrative personnel.
- Vehicle mechanics.

6-102. Effective policing also requires an effective justice system that can process arrests, detentions, warrants, and other judicial records. Such a system includes trained judges, prosecutors, defense counsels, prison officials, and court personnel. These people are important to establishing the rule of law.

6-103. Advisors should help the host nation establish and enforce police roles and authority. The authority to detain and interrogate, procedures for detention facilities, and human rights standards are important considerations.

POLICE/MILITARY OPERATIONS

6-104. In COIN operations, police forces from the host nation, United States, and multinational partners often conduct operations together. To work effectively together, the police and military coordinate rules of engagement. These forces also—

- Establish common standing operating procedures.
- Conduct supporting information operations.
- Perform combined planning.
- Ensure command and control interoperability.

6-105. Military forces can support the police in carrying out numerous COIN functions in accordance with U.S. law. This support can include the following:

- Assisting in the arrest of war criminals.
- Supporting police presence and search patrols.
- Providing logistic support.
- Controlling crowds and urban unrest.
- Detaining suspected felons.
- Securing key facilities.
- Providing advisors to the police.

6-106. The Departments of Justice and State normally take the lead in helping the host nation develop a workable judicial system through a ministerial-level advisory program. The military's staff judge advocate and civil affairs personnel may help develop the HN judicial system. As this system is developed and reformed, the military commander's legal and political advisors should ensure that the military's concerns are addressed.

Developing a Police Force in Malaya

In 1948, the Malayan Communist Party, whose members were primarily ethnic Chinese, began an insurgency against the British colonial government. The British first responded by dramatically expanding the Malayan security forces. The police, not the army, served as the lead counterinsurgency force. Between 1948 and 1950, the number of Malayan police expanded fivefold to 50,000, while the British army garrison expanded to 40,000. However, there was only time to provide a few weeks of rudimentary training to the new police officers before throwing them into operations.

Police with little training and little competent leadership were ineffective in conducting operations. They also abused the civilian population and fell into corrupt practices. The population largely regarded the police as hostile; they were reluctant to give them information on the insurgents.

By 1952, the insurgency had reached a stalemate. The British then established a new strategy. The strategy included reforming and retraining the entire Malaya Police Force. First, 10,000 corrupt or incompetent police officers were removed from the force. Then, police officers who had proven the most competent in operations were made instructors in new police schools. During 1952 and 1953, every police officer attended a four-month basic training course. Police commissioned and noncommissioned officers were sent to three- to four-month advanced courses. All senior Malayan police officers were required to attend the police intelligence school. There they learned the latest criminal investigation techniques. Teams of Britain's top police officers taught them intelligence collection and analysis methods as well. Dozens of the most promising Malayan officers attended the full yearlong course in advanced police operations in Britain.

To win the ethnic Chinese away from the insurgents, the British worked closely with ethnic Chinese organizations to recruit Chinese for the Malaya Police Force. In 1952, the number of ethnic Chinese in the force more than doubled. Although the percentage of ethnic Chinese in the police force did not equal their percentage in the population, the ethnic Chinese saw this reaching out as a sign that the government was addressing their interests. At the same time, some Chinese and Malay political groups were building a coalition to establish an independent Malaya in which all the major ethnic groups would participate. The two efforts complemented each other.

Better trained police officers and soldiers led by fully trained commissioned and noncommissioned officers dramatically improved the Malayan security forces' discipline. Better relations between the population and security forces resulted, and the people began to provide information on the insurgents. Thanks to their intelligence training, the security forces could develop intelligence from that information and act on it. They begin to break the insurgent organization. In 1953, the government gained the initiative. After that, the insurgent forces and support structure declined rapidly. In late 1953, the British began withdrawing forces. They progressively turned the war over to the Malayans, who were fully prepared to conduct counterinsurgency operations without a drop in efficiency.

The Malaya insurgency provides lessons applicable to combating any insurgency. Manpower is not enough; well-trained and well-disciplined forces are required. The Malayan example also illustrates the central role that police play in counterinsurgency operations. British leaders concentrated on training the Malayan leadership. The British insisted that chosen personnel receive the full British Army and police officer courses. These actions built the Malayan security forces on a sound foundation. By taking a comprehensive approach to security force training and reform, the British commanders transformed a demoralized organization into a winning force. This transformation required only 15 months.

SUMMARY

6-107. A successful COIN effort establishes HN institutions that can sustain government legitimacy. Developing effective HN security forces—including military, police, and paramilitary forces—is one of the highest priority COIN tasks. Soldiers and Marines can make vital contributions to this mission by training and advising the HN security forces. Effective commanders understand the importance of this mission and select the right personnel as trainers and advisors. Developing all necessary HN security forces require a considerable interagency effort and normally includes a significant multinational involvement as well.

Chapter 7
Leadership and Ethics for Counterinsurgency

Leaders must have a strong sense of the great responsibility of their office; the resources they will expend in war are human lives.

Marine Corps Doctrinal Publication 1, 1997

There are leadership and ethical imperatives that are prominent and, in some cases, unique to counterinsurgency. The dynamic and ambiguous environment of modern counterinsurgency places a premium on leadership at every level, from sergeant to general. Combat in counterinsurgency is frequently a small-unit leader's fight; however, commanders' actions at brigade and division levels can be more significant. Senior leaders set the conditions and the tone for all actions by subordinates. Today's Soldiers and Marines are required to be competent in a broad array of tasks. They must also rapidly adapt cognitively and emotionally to the perplexing challenges of counterinsurgency and master new competencies as well as new contexts. Those in leadership positions must provide the moral compass for their subordinates as they navigate this complex environment. Underscoring these imperatives is the fact that exercising leadership in the midst of ambiguity requires intense, discriminating professional judgment.

LEADERSHIP IN COUNTERINSURGENCY

7-1. Army and Marine Corps leaders are expected to act ethically and in accordance with shared national values and Constitutional principles, which are reflected in the law and military oaths of service. These leaders have the unique professional responsibility of exercising military judgment on behalf of the American people they serve. They continually reconcile mission effectiveness, ethical standards, and thoughtful stewardship of the Nation's precious resources—human and material—in the pursuit of national aims.

7-2. Army and Marine Corps leaders work proactively to establish and maintain the proper ethical climate of their organizations. They serve as visible examples for every subordinate, demonstrating cherished values and military virtues in their decisions and actions. Leaders must ensure that the trying counterinsurgency (COIN) environment does not undermine the values of their Soldiers and Marines. Under all conditions, they must remain faithful to basic American, Army, and Marine Corps standards of proper behavior and respect for the sanctity of life.

7-3. Leaders educate and train their subordinates. They create standing operating procedures and other internal systems to prevent violations of legal and ethical rules. They check routinely on what Soldiers and Marines are doing. Effective leaders respond quickly and aggressively to signs of illegal or unethical behavior. The Nation's and the profession's values are not negotiable. Violations of them are not just mistakes; they are failures in meeting the fundamental standards of the profession of arms.

LARGE- AND SMALL-UNIT LEADERSHIP TENETS

7-4. There are basic leadership tenets that apply to all levels of command and leadership in COIN, though their application and importance may vary.

7-5. Effective leaders ensure that Soldiers and Marines are properly trained and educated. Such training includes cultural preparation for the operational environment. In a COIN environment, it is often counter-

productive to use troops that are poorly trained or unfamiliar with operating close to the local populace. COIN forces aim to mobilize the good will of the people against the insurgents. Therefore, the populace must feel protected, not threatened, by COIN forces' actions and operations.

7-6. Proper training addresses many possible scenarios of the COIN environment. Education should prepare Soldiers and Marines to deal with the unexpected and unknown. Senior commanders should, at a minimum, ensure that their small-unit leaders are inculcated with tactical cunning and mature judgment. Tactical cunning is the art of employing fundamental skills of the profession in shrewd and crafty ways to out-think and out-adapt enemies. Developing mature judgment and cunning requires a rigorous regimen of preparation that begins before deployment and continues throughout. Junior leaders especially need these skills in a COIN environment because of the decentralized nature of operations.

7-7. Senior leaders must determine the purpose of their operations. This entails, as discussed in chapter 4, a design process that focuses on learning about the nature of unfamiliar problems. Effective commanders know the people, topography, economy, history, and culture of their area of operations (AO). They know every village, road, field, population group, tribal leader, and ancient grievance within it. The COIN environment changes continually; good leaders appreciate that state of flux and constantly assess their situation.

7-8. Another part of analyzing a COIN mission involves assuming responsibility for everyone in the AO. This means that leaders feel the pulse of the local populace, understand their motivations, and care about what they want and need. Genuine compassion and empathy for the populace provide an effective weapon against insurgents.

7-9. Senior leaders exercise a leadership role throughout their AO. Leaders directly influence those in the chain of command while indirectly leading everyone else within their AO. Elements engaged in COIN efforts often look to the military for leadership. Therefore, military actions and words must be beyond reproach. The greatest challenge for leaders may be in setting an example for the local populace. Effective senior and junior leaders embrace this role and understand its significance. It involves more than just killing insurgents; it includes the responsibility to serve as a moral compass that extends beyond the COIN force and into the community. It is that moral compass that distinguishes Soldiers and Marines from the insurgents.

7-10. Senior commanders must maintain the "moral high ground" in all their units' deeds and words. Information operations complement and reinforce actions, and actions reinforce the operational narrative. All COIN force activity is wrapped in a blanket of truth. Maintaining credibility requires commanders to immediately investigate all allegations of immoral or unethical behavior and provide a prudent degree of transparency.

7-11. Army and Marine Corps leaders emphasize that on the battlefield the principles of honor and morality are inextricably linked. Leaders do not allow subordinates to fall victim to the enormous pressures associated with prolonged combat against elusive, unethical, and indiscriminate foes. The environment that fosters insurgency is characterized by violence, immorality, distrust, and deceit; nonetheless, Army and Marine Corps leaders continue to demand and embrace honor, courage, and commitment to the highest standards. They know when to inspire and embolden their Soldiers and Marines and when to enforce restraint and discipline. Effective leaders at all levels get out and around their units, and out among the populace. Such leaders get a true sense of the complex situation in their AO by seeing what subordinates are actually doing, exchanging information with military and interagency leaders, and—most importantly—listening.

7-12. Leaders at every level establish an ethical tone and climate that guards against the moral complacency and frustrations that build up in protracted COIN operations. Leaders remain aware of the emotional toll that constant combat takes on their subordinates and the potential for injuries resulting from combat stress. Such injuries can result from cumulative stress over a prolonged period, witnessing the death of a comrade, or killing other human beings. Caring leaders recognize these pressures and provide emotional "shock absorbers" for their subordinates. Soldiers and Marines must have outlets to share their feelings and reach closure on traumatic experiences. These psychological burdens may be carried for a long time. Leaders watch for signs of possible combat stress within individuals and units. These signs include—

- Physical and mental fatigue.
- Lack of respect for human life.
- Loss of appetite, trouble with sleep, and no interest in physical hygiene.
- Lack of unit cohesion and discipline.
- Depression and fatalism.

(See FM 6-22.5/MCRP 6-11C for techniques first-line leaders can use to prevent, identify, and treat combat stress reactions.)

7-13. Combat requires commanders to be prepared to take some risk, especially at the tactical level. Though this tenet is true for the entire spectrum of conflict, it is particularly important during COIN operations, where insurgents seek to hide among the local populace. Risk takes many forms. Sometimes accepting it is necessary to generate overwhelming force. However, in COIN operations, commanders may need to accept substantial risk to de-escalate a dangerous situation. The following vignette illustrates such a case.

Defusing a Confrontation

[On 3 April 2005, a] small unit of American soldiers was walking along a street in Najaf [en route to a meeting with a religious leader] when hundreds of Iraqis poured out of the buildings on either side. Fists waving, throats taut, they pressed in on the Americans, who glanced at one another in terror. …The Iraqis were shrieking, frantic with rage.… [It appeared that a shot would] come from somewhere, the Americans [would] open fire, and the world [would] witness the My Lai massacre of the Iraq war. At that moment, an American officer stepped through the crowd holding his rifle high over his head with the barrel pointed to the ground. Against the backdrop of the seething crowd, it was a striking gesture…. "Take a knee," the officer said…. The Soldiers looked at him as if he were crazy. Then, one after another, swaying in their bulky body armor and gear, they knelt before the boiling crowd and pointed their guns at the ground. The Iraqis fell silent, and their anger subsided. The officer ordered his men to withdraw [and continue on their patrol].

7-14. Leaders prepare to indirectly inflict suffering on their Soldiers and Marines by sending them into harm's way to accomplish the mission. At the same time, leaders attempt to avoid, at great length, injury and death to innocents. This requirement gets to the very essence of what some describe as "the burden of command." The fortitude to see Soldiers and Marines closing with the enemy and sustaining casualties day in and day out requires resolve and mental toughness in commanders and units. Leaders must develop these characteristics in peacetime through study and hard training. They must maintain them in combat.

7-15. Success in COIN operations requires small-unit leaders agile enough to transition among many types of missions and able to adapt to change. They must be able to shift through a number of activities from nation building to combat and back again in days, or even hours. Alert junior leaders recognize the dynamic context of a tactical situation and can apply informed judgment to achieve the commander's intent in a stressful and ambiguous environment. COIN operations are characterized by rapid changes in tactical and operational environments. The presence of the local populace within which insurgents may disappear creates a high degree of ambiguity. Adaptable leaders observe the rapidly changing situation, identify its key characteristics, ascertain what has to be done in consultation with subordinates, and determine the best method to accomplish the mission.

7-16. Cultural awareness has become an increasingly important competency for small-unit leaders. Perceptive junior leaders learn how cultures affect military operations. They study major world cultures and put a priority on learning the details of the new operational environment when deployed. Different solutions are required in different cultural contexts. Effective small-unit leaders adapt to new situations, realizing their words and actions may be interpreted differently in different cultures. Like all other competencies, cultural awareness requires self-awareness, self-directed learning, and adaptability.

7-17. Self-aware leaders understand the need to assess their capabilities and limitations continually. They are humble, self-confident, and brave enough to admit their faults and shortcomings. More important, self-aware leaders work to improve and grow. After-action reviews, exchanging information with subordinate and interagency leaders, and open discussions throughout a COIN force are essential to achieve understanding and improvement. Soldiers and Marines can become better, stronger leaders through a similar habit of self-examination, awareness, and focused corrective effort.

7-18. Commanders exercise initiative as leaders and fighters. Learning and adapting, with appropriate decision-making authority, are critical to gaining an advantage over insurgents. Effective senior leaders establish a climate that promotes decentralized modes of command and control—what the Army calls mission command and the Marine Corps calls mission command and control. Under mission command, commanders create the conditions for subordinates' success. These leaders provide general guidance and the commander's intent and assign small-unit leaders authority commensurate with their responsibilities. Commanders establish control measures to monitor subordinates' actions and keep them within the bounds established by commander's intent without micromanaging. At the same time, Soldiers and Marines must feel the commander's presence throughout the AO, especially at decisive points. The operation's purpose and commander's intent must be clearly understood throughout the force.

7-19. The practice of leaders sharing hardship and danger with subordinates builds confidence and esprit. Soldiers and Marines are more confident in their chances of success when they know that their leaders are involved. They understand their leaders are committing them to courses of action based on firsthand knowledge. However, this concept of leaders being fighters does not absolve leaders from remembering their position and avoiding needless risk.

7-20. COIN operations require leaders to exhibit patience, persistence, and presence. While leading Soldiers and Marines, commanders cooperate with, and leverage the capabilities of, multinational partners, U.S. Government agencies, and nongovernmental organizations. Commanders also gain the confidence of the local populace while defeating and discrediting the insurgents.

Patience, Presence, and Courage

For the first two months of 2006, the Marine platoon of the 22d Marine Expeditionary Unit had walked the streets in Iraq on foot without serious incident. Their patrols had moved fearlessly around lines of cars and through packed markets. For the most part, their house calls began with knocks, not kicks. It was their aim to win the respect of the city's Sunni Arab population.

Suddenly things changed. An armored HMMWV on night patrol hit an improvised explosive device. The bomb destroyed the vehicle. Five Marines were wounded and two died shortly thereafter. A third Marine, a popular noncommissioned officer, later died of his wounds as well.

The platoon was stunned. Some of the more veteran noncommissioned officers shrugged it off, but the younger Marines were keyed up and wanted to make the elusive enemy pay a price. A squad leader stood up in the squad bay asserted that there would be a pile of dead Arabs on the street when the platoon went out the next day.

Just then, the company commander walked in. He was widely respected and generally short on words. He quickly sensed the unit's mood and recognized the potential danger in their dark attitude. Speaking directly to his Marines, the commander urged them to remember why they were there. He reminded them that a very small percentage of the populace was out to create problems. It was that minority that benefited from creating chaos. The enemy would love to see an overreaction to the attack, and they would benefit from any actions that detracted from the Marines' honor or purpose. The commander urged his Marines not to get caught up in the anger of the moment and do something they all would regret for a long time. Rather, they needed to focus on what the force was trying to accomplish and keep their minds on the mis-

sion. They had taken some hits and lost some good men, the commander said, but escalating the violence would not help them win. It would fall for the insurgents' strategy instead of sticking to the Marines' game plan of winning the respect of the populace.

The commander knew his Marines and understood the operational environment. He assessed the situation and acted aggressively to counter a dangerous situation that threatened mission accomplishment. By his actions, the commander demonstrated patience, presence, and courage.

ETHICS

7-21. Article VI of the U.S. Constitution and the Army Values, Soldier's Creed, and Core Values of U.S. Marines all require obedience to the law of armed conflict. They hold Soldiers and Marines to the highest standards of moral and ethical conduct. Conflict brings to bear enormous moral challenges, as well as the burden of life-and-death decisions with profound ethical considerations. Combat, including counterinsurgency and other forms of unconventional warfare, often obligates Soldiers and Marines to accept some risk to minimize harm to noncombatants. This risk taking is an essential part of the Warrior Ethos. In conventional conflicts, balancing competing responsibilities of mission accomplishment with protection of noncombatants is difficult enough. Complex COIN operations place the toughest of ethical demands on Soldiers, Marines, and their leaders.

7-22. Even in conventional combat operations, Soldiers and Marines are not permitted to use force disproportionately or indiscriminately. Typically, more force reduces risk in the short term. But American military values obligate Soldiers and Marines to accomplish their missions while taking measures to limit the destruction caused during military operations, particularly in terms of collateral harm to noncombatants. It is wrong to harm innocents, regardless of their citizenship.

7-23. Limiting the misery caused by war requires combatants to consider certain rules, principles, and consequences that restrain the amount of force they may apply. At the same time, combatants are not required to take so much risk that they fail in their mission or forfeit their lives. As long as their use of force is proportional to the gain to be achieved and discriminates in distinguishing between combatants and noncombatants. Soldiers and Marines may take actions where they knowingly risk, but do not intend, harm to noncombatants.

7-24. Ethically speaking, COIN environments can be much more complex than conventional ones. Insurgency is more than combat between armed groups; it is a political struggle with a high level of violence. Insurgents try to use this violence to destabilize and ultimately overthrow a government. Counterinsurgents that use excessive force to limit short-term risk alienate the local populace. They deprive themselves of the support or tolerance of the people. This situation is what insurgents want. It increases the threat they pose. Sometimes lethal responses are counterproductive. At other times, they are essential. The art of command includes knowing the difference and directing the appropriate action.

7-25. A key part of any insurgent's strategy is to attack the will of the domestic and international opposition. One of the insurgents' most effective ways to undermine and erode political will is to portray their opposition as untrustworthy or illegitimate. These attacks work especially well when insurgents can portray their opposition as unethical by the opposition's own standards. To combat these efforts, Soldiers and Marines treat noncombatants and detainees humanely, according to American values and internationally recognized human rights standards. In COIN, preserving noncombatant lives and dignity is central to mission accomplishment. This imperative creates a complex ethical environment.

WARFIGHTING VERSUS POLICING

7-26. In counterinsurgencies, warfighting and policing are dynamically linked. The moral purpose of combat operations is to secure peace. The moral purpose of policing is to maintain the peace. In COIN operations, military forces defeat enemies to establish civil security; then, having done so, these same forces preserve it until host-nation (HN) police forces can assume responsibility for maintaining the civil order.

When combatants conduct stability operations in a way that undermines civil security, they undermine the moral and practical purposes they serve. There is a clear difference between warfighting and policing. COIN operations require that every unit be adept at both and capable of moving rapidly between one and the other.

7-27. The COIN environment frequently and rapidly shifts from warfighting to policing and back again. There are many examples from Iraq and Afghanistan where U.S. forces drove insurgents out of urban areas only to have the insurgents later return and reestablish operations. Insurgents were able to return because U.S. forces had difficulty maintaining civil security. U.S. forces then had to deal with insurgents as an organized combatant force all over again. To prevent such situations, counterinsurgents that establish civil security need to be prepared to maintain it. Maintaining civil security entails very different ethical obligations than establishing it.

7-28. Civil security holds when institutions, civil law, courts, prisons, and effective police are in place and can protect the recognized rights of individuals. Typically this requires that—

- The enemy is defeated or transformed into a threat not capable of challenging a government's sovereignty.
- Institutions necessary for law enforcement—including police, courts, and prisons—are functioning.
- These institutions are credible, and people trust them to resolve disputes.

7-29. Where a functioning civil authority does not exist, COIN forces must work to establish it. Where U.S. forces are trying to build a HN government, the interim government should transition to HN authority as soon as possible. Counterinsurgents must work within the framework of the institutions established to maintain order and security. In these conditions, COIN operations more closely resemble police work than combat operations.

PROPORTIONALITY AND DISCRIMINATION

7-30. The principle of proportionality requires that the anticipated loss of life and damage to property incidental to attacks must not be excessive in relation to the concrete and direct military advantage expected to be gained. Proportionality and discrimination require combatants not only to minimize the harm to noncombatants but also to make positive commitments to—

- Preserve noncombatant lives by limiting the damage they do.
- Assume additional risk to minimize potential harm.

7-31. Proportionality requires that the advantage gained by a military operation not be exceeded by the collateral harm. The law of war principle of proportionality requires collateral damage to civilians and civilian property not be excessive in relation to the military advantage expected to be gained by executing the operation. Soldiers and Marines must take all feasible precautions when choosing means and methods of attack to avoid and minimize loss of civilian life, injury to civilians, and damage to civilian objects.

7-32. In conventional operations, proportionality is usually calculated in simple utilitarian terms: civilian lives and property lost versus enemy destroyed and military advantage gained. But in COIN operations, advantage is best calculated not in terms of how many insurgents are killed or detained, but rather which enemies are killed or detained. If certain key insurgent leaders are essential to the insurgents' ability to conduct operations, then military leaders need to consider their relative importance when determining how best to pursue them. In COIN environments, the number of civilian lives lost and property destroyed needs to be measured against how much harm the targeted insurgent could do if allowed to escape. If the target in question is relatively inconsequential, then proportionality requires combatants to forego severe action, or seek noncombative means of engagement.

7-33. When conditions of civil security exist, Soldiers and Marines may not take any actions that might knowingly harm noncombatants. This does not mean they cannot take risks that might put the populace in danger. But those risks are subject to the same rules of proportionality. The benefit anticipated must outweigh the risk taken.

7-34. Discrimination requires combatants to differentiate between enemy combatants, who represent a threat, and noncombatants, who do not. In conventional operations, this restriction means that combatants

cannot intend to harm noncombatants, though proportionality permits them to act, knowing some noncombatants may be harmed.

7-35. In COIN operations, it is difficult to distinguish insurgents from noncombatants. It is also difficult to determine whether the situation permits harm to noncombatants. Two levels of discrimination are necessary:

- Deciding between targets.
- Determining an acceptable risk to noncombatants and bystanders.

7-36. Discrimination applies to the means by which combatants engage the enemy. The COIN environment requires counterinsurgents to not only determine the kinds of weapons to use and how to employ them but also establish whether lethal means are desired—or even permitted. (FM 27-10 discusses forbidden means of waging war.) Soldiers and Marines require an innate understanding of the effects of their actions and weapons on all aspects of the operational environment. Leaders must consider not only the first-order, desired effects of a munition or action but also possible second- and third-order effects—including undesired ones. For example, bombs delivered by fixed-wing close air support may effectively destroy the source of small arms fire from a building in an urban area; however, direct-fire weapons may be more appropriate due to the risk of collateral damage to nearby buildings and noncombatants. The leader at the scene assesses the risks and makes the decision. Achieving the desired effects requires employing tactics and weapons appropriate to the situation. In some cases, this means avoiding the use of area munitions to minimize the potential harm inflicted on noncombatants located nearby. In situations where civil security exists, even tenuously, Soldiers and Marines should pursue nonlethal means first, using lethal force only when necessary.

7-37. The principles of discrimination in the use of force and proportionality in actions are important to counterinsurgents for practical reasons as well as for their ethical or moral implications. Fires that cause unnecessary harm or death to noncombatants may create more resistance and increase the insurgency's appeal—especially if the populace perceives a lack of discrimination in their use. The use of discriminating, proportionate force as a mindset goes beyond the adherence to the rules of engagement. Proportionality and discrimination applied in COIN require leaders to ensure that their units employ the right tools correctly with mature discernment, good judgment and moral resolve.

DETENTION AND INTERROGATION

7-38. Detentions and interrogations are critical components to any military operation. The nature of COIN operations sometimes makes it difficult to separate potential detainees from innocent bystanders, since insurgents lack distinctive uniforms and deliberately mingle with the local populace. Interrogators are often under extreme pressure to get information that can lead to follow-on operations or save the lives of noncombatants, Soldiers, or Marines. While enemy prisoners in conventional war are considered moral and legal equals, the moral and legal status of insurgents is ambiguous and often contested. What is not ambiguous is the legal obligation of Soldiers and Marines to treat all prisoners and detainees according to the law. All captured or detained personnel, regardless of status, shall be treated humanely, and in accordance with the Detainee Treatment Act of 2005 and DODD 2310.01E. No person in the custody or under the control of DOD, regardless of nationality or physical location, shall be subject to torture or cruel, inhuman, or degrading treatment or punishment, in accordance with, and as defined in, U.S. law. (Appendix D provides more guidance on the legal issues concerning detention and interrogation.)

LIMITS ON DETENTION

7-39. Mistreatment of noncombatants, including prisoners and detainees is illegal and immoral. It will not be condoned. The Detainee Treatment Act of 2005 makes the standard clear:

> *No person in the custody or under the effective control of the Department of Defense or under detention in a Department of Defense facility shall be subject to any treatment or technique of interrogation not authorized by and listed in the United States Army Field Manual on Intelligence Interrogation* [FM 2-22.3].

No individual in the custody or under the physical control of the United States Government, regardless of nationality or physical location, shall be subject to cruel, inhuman, or degrading treatment or punishment.

7-40. In COIN environments, distinguishing an insurgent from a civilian is difficult and often impossible. Treating a civilian like an insurgent, however, is a sure recipe for failure. Individuals suspected of insurgent or terrorist activity may be detained for two reasons:

- To prevent them from conducting further attacks.
- To gather information to prevent other insurgents and terrorists from conducting attacks.

These reasons allow for two classes of persons to be detained and interrogated:

- Persons who have engaged in, or assisted those who engage in, terrorist or insurgent activities.
- Persons who have incidentally obtained knowledge regarding insurgent and terrorist activity, but who are not guilty of associating with such groups.

People engaging in insurgent activities may be detained as enemies. Persons not guilty of associating with insurgent or terrorist groups may be detained and questioned for specific information. However, since these people have not—by virtue of their activities—represented a threat, they may be detained only long enough to obtain the relevant information. Since persons in the second category have not engaged in criminal or insurgent activities, they must be released, even if they refuse to provide information.

7-41. At no time can Soldiers and Marines detain family members or close associates to compel suspected insurgents to surrender or provide information. This kind of hostage taking is both unethical and illegal.

LIMITS ON INTERROGATION

7-42. Abuse of detained persons is immoral, illegal, and unprofessional. Those who engage in cruel or inhuman treatment of prisoners betray the standards of the profession of arms and U.S. laws. They are subject to punishment under the Uniform Code of Military Justice. The Geneva Conventions, as well as the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, agree on unacceptable interrogating techniques. Torture and cruel, inhuman, and degrading treatment is never a morally permissible option, even if lives depend on gaining information. No exceptional circumstances permit the use of torture and other cruel, inhuman, or degrading treatment. Only personnel trained and certified to interrogate can conduct interrogations. They use legal, approved methods of convincing enemy prisoners of war and detainees to give their cooperation. Interrogation sources are detainees, including enemy prisoners of war. (FM 2-22.3 provides the authoritative doctrine and policy for interrogation. Chapter 3 and appendix D of this manual also address this subject.)

7-43. The ethical challenges posed in COIN operations require commanders' attention and action. Proactive commanders establish procedures and checks to ensure proper handling of detainees. Commanders verify that subordinate leaders do not allow apparent urgent requirements to result in violations of these procedures. Prohibitions against mistreatment may sometimes clash with leaders' moral imperative to accomplish their mission with minimum losses. Such situations place leaders in difficult situations, where they must choose between obedience to the law and the lives of their Soldiers and Marines. U.S. law and professional values compel commanders to forbid mistreatment of noncombatants, including captured enemies. Senior commanders clearly define the limits of acceptable behavior to their subordinates and take positive measures to ensure their standards are met.

7-44. To the extent that the work of interrogators is indispensable to fulfilling the state's obligation to secure its citizens' lives and liberties, conducting interrogations is a moral obligation. The methods used, however, must reflect the Nation's commitment to human dignity and international humanitarian law. A commander's need for information remains valid and can be met while observing relevant regulations and ethical standards. Acting morally does not necessarily mean that leaders give up obtaining critical information. Acting morally does mean that leaders must relinquish certain methods of obtaining information, even if that decision requires Soldiers and Marines to take greater risk.

Lose Moral Legitimacy, Lose the War

During the Algerian war of independence between 1954 and 1962, French leaders decided to permit torture against suspected insurgents. Though they were aware that it was against the law and morality of war, they argued that—

- This was a new form of war and these rules did not apply.
- The threat the enemy represented, communism, was a great evil that justified extraordinary means.
- The application of torture against insurgents was measured and nongratuitous.

This official condoning of torture on the part of French Army leadership had several negative consequences. It empowered the moral legitimacy of the opposition, undermined the French moral legitimacy, and caused internal fragmentation among serving officers that led to an unsuccessful coup attempt in 1962. In the end, failure to comply with moral and legal restrictions against torture severely undermined French efforts and contributed to their loss despite several significant military victories. Illegal and immoral activities made the counterinsurgents extremely vulnerable to enemy propaganda inside Algeria among the Muslim population, as well as in the United Nations and the French media. These actions also degraded the ethical climate throughout the French Army. France eventually recognized Algerian independence in July 1963.

THE LEARNING IMPERATIVE

7-45. Today's operational environment requires military organizations at all echelons to prepare for a broader range of missions than ever before. The Services are preparing for stability operations and post-conflict reconstruction tasks with the same degree of professionalism and study given to the conduct of combat operations. Similarly, COIN operations are receiving the attention and study merited by their frequency and potential impact. This broader mission set has significant leader development, education, and training implications, especially for land forces.

7-46. Army and Marine Corps leaders need to visualize the operational and informational impact of many tactical actions and relate their operations to larger strategic purposes. Effectively blending traditional military operations with other forms of influence is necessary. Effective leaders place a stronger emphasis on organizational change, develop subordinates, and empower them to execute critical tasks in consonance with broad guidance. Commanders must influence directly and indirectly the behavior of others outside their chain of command. Leaders are increasingly responsible for creating environments in which individuals and organizations learn from their experiences and for establishing climates that tap the full ingenuity of subordinates. Open channels of discussion and debate are needed to encourage growth of a learning environment in which experience is rapidly shared and lessons adapted for new challenges. The speed with which leaders adapt the organization must outpace insurgents' efforts to identify and exploit weaknesses or develop countermeasures.

7-47. Effective individual professional development programs develop and reward initiative and adaptability in junior leaders. Self-development, life-long learning, and reflection on experience should be encouraged and rewarded. Cultural sensitivity, development of nonauthoritarian interpersonal skills, and foreign language ability must be encouraged. Institutional professional development programs must develop leaders' judgment to help them recognize when situations change from combat to policing. Effective leaders are as skilled at limiting lethal force as they are in concentrating it. Indeed, they must learn that nonlethal solutions may often be preferable.

SUMMARY

7-48. Senior leaders must model and transmit to their subordinates the appropriate respect for professional standards of self-discipline and adherence to ethical values. Effective leaders create command climates that

reward professional conduct and punish unethical behavior. They also are comfortable delegating authority. However, as always, accountability for the overall behavior and performance of a command cannot be delegated. Commanders remain accountable for the attainment of objectives and the manner in which they are attained.

Chapter 8
Sustainment

In my experience in previous wars, the logistic soldier was generally regarded as a rear area soldier.… Over here in Vietnam, that is completely changed.…There is no rear area soldier, as such. Because of this, more than ever before, the man in logistics has to be first, a soldier, in the full sense of the word, and yet at the same time he has to know his MOS so that he can do his logistics job.

Major General James M. Heiser, USA, 1969

This chapter begins with a general discussion and analysis of how logistics in counterinsurgency (COIN) operations differ from logistics in conventional operations. This is followed by a survey of COIN-specific factors that affect how commanders can leverage available logistic assets and assign logisticians to meet special requirements needed to support different COIN logical lines of operations. Discussions that follow acknowledge that COIN operations may be entered into from various military conditions ranging from unstable peace to general war. The chapter concludes with a discussion of contracting support to COIN operations.

LOGISTIC CONSIDERATIONS IN COUNTERINSURGENCY

8-1. In counterinsurgency (COIN), the support provided by sustainment units often extends beyond sustaining operations; support provided to the population may become an important shaping operation or even the decisive operation. Logistic providers are often no longer the tail but the nose of a COIN force. Some of the most valuable services that military logisticians can provide to COIN operations include the means and knowledge for setting up or restarting self-perpetuating sustainment designs. The development of effective sustainment designs gives the populace a stake in stability and hope for the future. One COIN paradox is that many of the logisticians' best weapons for countering an insurgency do not shoot. Logistic units provide some of the most versatile and effective nonlethal resources available to Soldiers and Marines. Logisticians prepare to provide support across all logical lines of operations (LLOs) visualized and articulated by the commander. Often, logisticians already supporting COIN combat operations may be the only available source of prompt, essential knowledge, capabilities, and materials. This chapter focuses on capabilities and responsibilities of logistic units and logisticians. Commanders of all types of units at all levels must also be aware of the characteristics of COIN support.

WHAT IS DIFFERENT ABOUT LOGISTICS IN COUNTERINSURGENCY

8-2. In COIN operations, logistic units and other logistic providers perform all the functions they do in conventional operations as well as some different ones. Conventional operations usually involve two recognizable military organizations engaging each other in contiguous areas of operations. In COIN operations, the usual logistic functions—as well as COIN-specific activities—are performed in a frequently disorienting environment complicated by important social, political, and economic implications. Security conditions in these environments can rapidly change from moment to moment and every few hundred yards over various terrain conditions. (Table 8-1 [page 8-2] lists differences between the characteristics of logistic support to conventional operations and to COIN operations.)

Table 8-1. Conventional and counterinsurgency operations contrasted

	Conventional operations	*Counterinsurgency operations*
Mission	• Support combat unit missions. • Sustain and build combat power. • Support a mobile force with clear organization and structure. • Typically in direct support. • Logistic units and assets conduct only sustaining operations (focused on the force).	• Same as conventional operations plus support of logical lines of operations specific to counterinsurgency. • Support both a static force and mobile force. • Increased requirements for area support operations. • Logistic units and assets can be assigned as decisive and shaping operations (focused on the environment).
Enemy	• Enemy forces have supply trains and support echelons. • Friendly operational surprise (masking possible). • Difficult for enemy to perform pattern analysis. • Targeting logistic units is the enemy's shaping effort and considered a second front.	• Insurgents use nonstandard, covert supply methods that are difficult to template. • Limited operational surprise. • Easy for enemy to observe patterns in friendly logistic operations. • Insurgents place a high value on attacking logistic units and other less formidable, soft, high-payoff targets.
Terrain	• Fought in a definable area of operations. • Focus on destruction of enemy combat forces. • Few constraints. • Echeloned formations and discernable, hierarchical logistic organizations supporting well-defined, contiguous areas of operations. • Relatively secure lines of communications facilitate distribution operations from theater to corps to division to brigade.	• Operational environment poorly defined with multiple dimensions. • Support of the host nation population is the key objective. • Constrained time to achieve results, yet many counterinsurgency tasks are inherently time consuming. • Noncontiguous areas of operations and wide dispersion of units. • No front; everything is potentially close, yet far. • Need to maximize multiple lines of communications capacity/greater complexity. • Potentially decreased throughput capabilities. • Increased area support requirements. • Lines of communications vulnerable.
Troops and support available	• Uniformed personnel always suitable. • Contractor personnel suitable for secure areas only.	• Uniformed personnel usually suitable. • Suitability of contractor personnel judged case by case. • Task and location dependent; must be part of economic pluralism promotion plan.
Time available	• Tempo quicker. • Geared toward decisive major combat.	• Long-duration operations. • Continuity/logistics hand-off planning often required.
Civil considerations	• Secondary to considerations of how to defeat the enemy.	• May be the primary determinant of victory. • May figure prominently in logistic planning.

8-3. Differences in COIN logistics fit into the following major considerations:

- Logistic units are an essential part of COIN operations.
- Logistic units are perceived by insurgents as high-payoff targets and potential sources of supplies; thus, lines of communications (LOCs) are a main battle area for insurgents.

What is Different: Insurgent Perceptions of Military Logistics

Insurgents have a long history of exploiting their enemies' lines of communications as sources of supply. During the Revolutionary War, American forces significantly provisioned themselves from the British Army's overindulgent and carelessly defended logistic tail. In the 1930s, Mao Zedong codified a doctrine for insurgency logistics during the fight against the Japanese occupation of China. Without exaggerating, Mao stated, *"*We have a claim on the output of the arsenals of [our enemies],…and, what is more, it is delivered to us by the enemy's transport corps. This is the sober truth, it is not a jest.*"* For Mao's forces, his enemy's supply trains provided a valuable source of supply. Mao believed the enemy's rear was the guerrillas' front; the guerrillas' advantage was that they had no discernable logistic rear.

This relative lack of logistic capacity was not an insurmountable problem for Mao or one of his logistic theorists, Ming Fan. According to Ming, "Weapons are not difficult to obtain. They can be purchased from the people's 'self-preservation corps.' Almost every home has some sort of weapon that can be put to use.… Ammunition can be obtained in the following ways: (1) From supplies given by friendly troops and headquarters on higher echelons. (2) Purchased or appropriated from the people. (3) Captured by ambushing enemy supply columns. (4) Purchased undercover from the enemy army. (5) From salvage in combat areas. (6) From the field of battle. (7) Self-made. (8) Manufactured by guerrilla organizations. (Such items as hand grenades, ammunition, etc.)" Beyond these specifics, this doctrine prescribes a mindset of actively seeking parasitic logistic relationships with not only the conventional enemy forces that the insurgents seek to co-opt and defeat but also active linkages to local black market activities and the cultivation of host-nation sympathizers.

For these reasons, forces conducting counterinsurgency operations must protect all potential supplies. Forces must also vigorously protect their lines of communications, scrupulously collect and positively control dud munitions and access to other convertible materiel, and actively seek ways to separate insurgents from black market activities.

> *In one moment in time, our service members will be feeding and clothing displaced refugees, providing humanitarian assistance. In the next moment, they will be holding two warring tribes apart—conducting peacekeeping operations—and, finally, they will be fighting a highly lethal mid-intensity battle—all in the same day…all within three city blocks. It will be what we call the "three block war."*
>
> General Charles C. Krulak, USMC, 1997

8-4. In a COIN environment, units providing logistic support potentially can be involved in more complicated tasks than even those of the three block war metaphor. COIN operations significantly differ in that logistic units must prepare to provide conventional logistic support to highly lethal, mid-intensity combat operations while supporting humanitarian operations. Logistic units may be required to maintain this support until conditions stabilize locally and civilian organizations can assume those duties.

8-5. The COIN environment requires logisticians to seek distribution efficiencies wherever possible. Logisticians must strive to eliminate backtracking and unnecessary distribution traffic. Ideally, logisticians maximize throughput methods that bypass—either on the ground or by air—population centers and heavily used civilian transportation nets. These practices are especially valuable in COIN operations. They improve logistic security, speed delivery, and minimize adverse effects and stress on the local populace.

8-6. Because of the diverse requirements, logisticians stay involved from the beginning of the planning process. They begin planning in detail as early as possible. Because of the complex logistic requirements and conditions under which COIN operations are pursued, commanders must ensure a careful logistic preparation of the area of operations (AO).

LOGISTIC PREPARATION OF THE COUNTERINSURGENCY AREA OF OPERATIONS

8-7. Logistic preparation of the AO relates to and can be treated as a COIN-specific logistic preparation of the theater. (FM 4-0, paragraphs 5-34 through 5-57, discusses logistics preparation of the theater.) In COIN operations, detailed analysis of civil logistic and economic assets takes on great importance. These assets can potentially support insurgents as well as the development and sustainment of host-nation (HN) security forces and the restoration of other essential services. Some examples of essential information for COIN logistic planning include the following:

- Analysis of the HN conventional force's existing logistic resources as a source of supply for developing HN security forces as well as the potential for insurgent black market activity.
- Effects of requirements generated by combat operations and collateral damage.
- Effects of multinational distribution requirements on HN lines of commerce.
- HN economic base (such as industry, manufacturing, and agriculture).
- HN lines of commerce (such as main supply routes, industrial cities, technical cities, pipelines, rail lines, and air and maritime ports).
- HN public works, utilities, and health, transportation, legal, and justice systems.
- Potential or existing dislocated civilian requirements.

ANALYSIS OF INSURGENT LOGISTIC CAPABILITIES

8-8. In COIN operations, analysis of the insurgents' logistic capabilities and shortfalls is especially significant. Logisticians and intelligence personnel perform what was formerly known as reverse-BOS (battlefield operating systems) analysis. This analysis does not just target enemy logistic capabilities and LOCs; it also assesses the suitability of supply sources for developing and sustaining insurgent forces. Effective analysis includes assessment of black market material, including salvage goods that insurgents might use to improvise equipment.

LOGISTIC SUPPORT TO LOGICAL LINES OF OPERATIONS

8-9. Although logisticians support all LLOs, logistic support during COIN focuses on the following LLOs:

- Conduct combat operations/civil security operations.
- Train and employ HN security forces.
- Establish or restore essential services.
- Support development of better governance.
- Support economic development.

SUPPORT TO COMBAT OPERATIONS/CIVIL SECURITY OPERATIONS

8-10. Most logisticians and nonlogisticians are familiar with the combat operations/civil security operations LLO. The paramount role of logistic units remains to support Soldiers and Marines in accomplishing the mission and meeting other Title 10 responsibilities. Using logistic units to augment civil programs supporting other LLOs must not detract from the logistic system's capability to support combined arms forces engaged in combat operations.

Support to and from Operating Bases

8-11. Logistic support to COIN combat operations is often accomplished from bases (see FM 3-90, paragraph E-19 through E-29) or forward operating bases (see FM 3-05). Operating bases provide combined

arms units with relatively secure locations from which to plan and prepare for operations. As a result, these bases take on new significance in operations executed in a noncontiguous COIN environment.

Considerations for Situating Operating Bases

8-12. In COIN operations, base site selection becomes extremely important for more reasons than providing optimal support to combat operations. Under certain geographic conditions, such as in rugged mountains with few passes or desolate desert terrain, placing secure operating bases astride or near the insurgents' LOCs can improve counterinsurgents' interdiction and disruption capabilities. In urban areas and jungles, insurgents may negate advantages of such a position by rerouting their LOCs around the base. This happened when U.S. forces tried to interdict insurgent supplies on the Ho Chi Minh Trail in Vietnam.

8-13. Other reasons for carefully considering base placements involve sensitivities and concerns of the local populace. The potential for ill-considered bases to substantially disrupt the local populace's daily lives and produce other unintentionally negative effects is significant, even if counterinsurgents arrive with positive intentions. Bases must be set up so that they do not project an image of undue permanency or a posture suggesting a long-term foreign occupation. Similarly, logistic postures that project an image of unduly luxurious living by foreign forces while HN civilians suffer in poverty should be avoided. Such postures undermine the COIN message and mission. Insurgent propaganda can twist such images into evidence of bad intentions by counterinsurgents. While these considerations take on special significance in COIN operations, none of them override the primary concern that operating bases be securable and defendable.

8-14. Selecting and developing operating base sites requires the additional consideration and balance of other factors. In COIN operations, logisticians must provide support through a careful mix of supply-based or supply-point ("just-in-case") practices with distribution-based or unit distribution ("just-in-time") logistic methods. Situations can swiftly develop that require equally rapid logistic responses to prevent further deterioration of security conditions. Under these COIN-specific circumstances, just-in-time practices may still not be quick enough; using just-in-case capabilities may be more appropriate, effective, and timely, while conserving resources. A fire-fighting analogy best illustrates this dilemma of COIN logistics. A small fire confined to a pan on the stove can be put out easily with the five-pound extinguisher. But when this extinguisher is not immediately available to put out the fire, half the house may burn before fire fighters arrive. Then extinguishing the fire requires trucks, hoses, and thousands of gallons of water. The house also needs construction materials and time to be restored to its former state. Commanders and logisticians supporting COIN operations must correctly identify which materials equate to "five-pound fire extinguishers" for counterinsurgents. Logisticians must then ensure that items are available at the most appropriate location.

8-15. This carefully considered balance between distribution- and supply-based methods supports the goal of minimizing the size of operating bases. When required, Soldiers and Marines can relocate smaller bases more easily. Such bases are also less intrusive and antagonizing to the local populace.

8-16. Planners must consider an operating base's purpose when selecting its location. If planners anticipate extensive logistic throughput, they pay close attention to entry and exit points. Ideally, more than one entry and exit point should exist. (FM 5-104 discusses the construction of entry control points and facilities.) Where possible, at least one control point should not require convoys to travel though a populated area. In addition, at least one entry point requires a staging area for convoys and should be located to avoid having to transit the base to form up.

8-17. Due to the noncontiguous nature of COIN operations, logisticians develop weblike LOCs and main supply routes between operating bases and logistic bases. Weblike links between bases have two advantages. By dispersing logistic operations, weblike LOCs minimize intrusive effects of these operations on the populace. They also provide redundancy in distribution capabilities, making the system more robust and limiting the effects of any one LOC's interdiction. In addition, more ground LOC routes provide more opportunities to observe the populace and gather information from them. Wherever possible in COIN operations, planners should identify multiple LOCs between bases.

Protection

8-18. Protection of logistic activities takes on greater significance during COIN operations. Historically, insurgents have deliberately sought out and engaged logistic units, particularly poorly defended, easy targets. COIN operations have intensive manpower requirements and a dispersed nature. Logistic units cannot assume that combined arms units will be available to assist them with protection. For this reason, logistic units play a larger role in defending bases and LOCs. These units must assume responsibility to protect civilian logistic augmenters, whether Department of Defense (DOD) civilians or contractors, working in their AOs.

Vietnam: Meeting the Enemy and Convoy Security

The year 1968 proved a turning point for units of the 48th Transportation Group stationed in the Republic of Vietnam. The group was assigned to transport supplies to 25th Infantry Division units operating in Vietnam's Cu Chi province. In August, North Vietnamese Army and Vietcong units ambushed a supply convoy from the group. The maneuver brigade responsible for clearing that part of the main supply route had been recently assigned other missions, and its resources were spread thin. The ambushers chose their moment to attack well. Monsoon conditions prevailed, and the site was outside the range of supporting indirect fire. In addition, the supplies were destined for the unit tasked with responding to such attacks. Under dangerous weather conditions, two UH-1C "Huey" gun ships arrived first to assist the beleaguered convoy. From the air, aviators witnessed enemy soldiers unloading supplies from U.S. vehicles onto trucks hidden in the tree line off the road. Almost three hours later, the first relief force arrived on the ground. This force barely had enough capability to continue a minimal defense of the remaining convoy assets and surviving personnel. Finally, seven hours later, a U.S. armored cavalry force arrived and forced the attackers to withdraw.

Thirty Soldiers were killed, 45 were wounded, and 2 were taken prisoner. This event forced the 48th Group and 25th Infantry Division to rethink their convoy tactics. The two units started to hold detailed convoy planning meetings and renewed their enforcement of Soldier discipline. They placed security guards on every vehicle, hardened cabs of supply trucks with steel plates, and mounted M-60 machine guns on every vehicle possible. The greatest improvement was the clarification of command and support relationships and responsibilities between the 48th Group and 25th Infantry Division. This included publishing common convoy standing operating procedures. With these new practices in place, convoy ambushes soon had different endings. A change in thinking about a logistic problem converted convoy operations from unglamorous defensive activities into valuable opportunities to engage insurgents offensively.

Combat Logistic Convoys

8-19. During COIN operations, every logistic package or resupply operation becomes a mounted combat operation, or combat logistic convoy. Insurgents see attacks on resupply operations as a potential source of dramatic propaganda as well as a source of supplies and materiel. For this reason, combat logistic convoys should project a resolute ("hard and prickly") image that suggests that they will not be an easy ("soft and chewy") target. Combat logistic convoys project their available combat power to the maximum extent possible, as would any other combat convoy or patrol. Under these conditions, logistic units—or anyone else involved in resupply operations—perform a detailed intelligence preparation of the battlefield and prepare a fire support plan. These units also identify usable intelligence, surveillance, and reconnaissance assets. Additionally, combat logistic convoys should gather information, report on road statuses, and contribute to intelligence collection plans. Logisticians must remember that while the materiel is in transit, it is not only unusable but also vulnerable to insurgent attacks. In a COIN environment, distribution-based practices may actually provide insurgents with more opportunities to target resupply activities. These opportunities stem

from the large blocks of time the materiel is in ground transit. Likewise, logisticians must remember that insurgents constantly and deliberately seek out adaptive countermeasures to logistic activities. For example, the development and proliferation of improvised explosive devices were a natural counter to U.S. distribution-based doctrine. As a result, engineer assets and other combined arms elements should prepare to execute periodic route clearance operations. Logisticians must carefully analyze conditions and perform thorough combat preparations before launching combat logistic convoys.

Unit Equipment for Counterinsurgency

8-20. COIN operations shift quite rapidly. Logistic units and supported units often deploy with some equipment unsuitable for prevailing operational and tactical trends when they arrive. This dynamic often forces logisticians to seek equipment modifications and new items. For this reason, COIN operations especially benefit from new procurement programs, such as rapid fielding initiatives and the purchase of commercial off-the-shelf (COTS) items. These approaches make sense for counterinsurgents when insurgents' capabilities also come from their creative exploitation of commercially available technologies and materials as well as their lack of bureaucratic encumbrance.

8-21. Counterinsurgents benefit from using more streamlined materiel procurement procedures. They receive what they need when they need it. Specific and localized environmental and cultural conditions create unseen needs. Streamlined procedures often meet these needs more quickly. Examples of COIN requirements that can be met by COTS procurement are—

- Public address systems.
- Language translation devices.
- Nonlethal weapons.
- Backpack drinking water systems.
- Cargo all-terrain vehicles ("Gators").

8-22. Examples of rapid fielding initiatives are—

- Up-armoring kits for light wheeled vehicles.
- Body armoring improvements.
- Improved explosive detectors.
- Improvised explosive device signal jammers.

8-23. A potential drawback when adopting COTS equipment concerns maintenance support packages. Repair parts may be inadequate or difficult to obtain in theater. Many commercial manufacturers lack the experience or infrastructure needed to support their equipment under military conditions and in quantity. Often, they are unaccustomed to operating in hostile austere theaters, far from their regular markets and customer base. It may take time to get needed parts into normal supply channels and trained personnel in theater to fix COTS equipment. Logisticians must consider other measures to assure the continuous operation of this type of new, vital equipment. They should consider establishing pools of low-density COTS items that can provide exchanges through procedures similar to those used for operational readiness floats. These procedures provide time to evacuate exchanged equipment to locations where it can be maintained and repaired and where the required commercial parts are readily available.

8-24. During COIN operations, units may temporarily have to draw additional or specialized equipment in theater. For long-term COIN operations, leaders may have to establish theater property books. These procedures help maintain and account for rotationally issued additions to standard equipment as well as specialized or specially modified equipment. In-theater special issues and fieldings may include materiel and equipment procured through military channels, rapid fielding initiatives, or COTS sources. Units might draw supplementary or modified equipment to a greater or lesser degree depending on the unit's non-COIN primary function. For example, an artillery unit normally equipped with self-propelled howitzers may draw numerous hardened HMMWVs to conduct security missions. This unit would probably leave many of its howitzers at home station. Conversely, a military police unit might already be well equipped to conduct security activities and might only have to draw a few pieces of the latest specialized equipment. Examples of other items that counterinsurgents might need include—

- Up-armored vehicles.
- Cargo trucks.
- All-terrain cargo vehicles ("Gators").
- Improvised explosive device jammers.
- Body armor.
- Specialized mine-clearing equipment ("Buffaloes").

8-25. Units conducting COIN operations can expect somewhat different maintenance requirements than in conventional operations. Units that put high mileage on their wheeled vehicles need more frequent servicing. Armor packages may wear out shock absorbers and springs much faster; these would require replacement sooner than in conventional operations. COIN missions and the remoteness of many operating bases may compel maintenance sections to perform higher echelons of maintenance than normal and encourage greater organic capability.

Unit Basic Loads and Operational Reach

8-26. In places like Somalia and Sadr City during Operation Iraqi Freedom, Soldiers and Marines conducting COIN operations risked being cut off from bases and forward operating bases due to weather changes, enemy action, or civil protests. Such rapidly developing situations can deny units access to resupply for extended periods. Units operating away from supporting bases carry the maximum amount of basic supplies—water, food, ammunition, first aid, and equipment batteries—on their vehicles. Additionally, some COIN operations can consume surprisingly high quantities of ammunition (specifically small arms) because of combined defensive and offensive actions. Logisticians supporting these operations adjust stockage levels for unit basic loads and other sustainment commodities. In turn, logisticians and their supported units should rethink how to best configure their supporting vehicles as supply platforms to meet these COIN-specific needs. Competent authorities should validate successful solutions. This process ensures standardization across formations to ensure safety and to support planning for effective employment.

8-27. When developing their operating base requirements, commanders and logisticians must plan for areas to store ammunition and explosives. Ideally, units are issued ammunition and explosives, anticipating that it may be some time before resupply is available. Units normally carry only their basic load. The rest should be staged appropriately.

Aerial Distribution

8-28. During COIN operations, logisticians should maximize intratheater aerial resupply. This practice reduces the vulnerability of resupply activities to ground-based attacks by insurgents. Its also minimizes negative effects of COIN logistic activities on public roadways and reduces the potential for alienating the populace. Site selection for bases and forward operating bases includes assessing aircraft support capabilities. Site selection also considers maximizing the possible options for aerial delivery by rotary- and fixed-wing aircraft, airdrops, and landings. Additionally bases with medical capability (level II or higher) require a helicopter pad near the medical area. (FM 4-02, paragraph 2-4, and NAVMED P-117, article 19-24, discuss levels of medical care.)

Air Delivery in Iraq: Maximizing Counterinsurgency Potential

For almost five months in 2004, two Marine battalions with attached units operating in remote areas of Iraq were resupplied by airdrops from rotary- and fixed-wing aircraft. Until then, cargo airdrops from helicopters had been suspended since the mid-1990s due to technical difficulties that posed unacceptable peacetime risks. The high tempo in Iraq, coupled with severe challenges in using ground supply methods to reach remote locations, made circumstances opportune to reexamine helicopter airdrop possibilities.

A careful analysis of earlier challenges resulted in a clarification of flying procedures during drops. Furthermore, technological advances made it possible to drop bundles by parachute with some directional adjustment after release. This new ability greatly increased the accuracy and utility of helicopter airdrops. These improved procedures replaced dangerous nine-hour convoys with quicker and more secure flights covering three-quarters the ground distance. During this period, Marines received more than 103 tons of supplies from airdrops. A logistic method that previously had been set aside as unworkable found new utility when operational conditions changed and planners addressed technological shortcomings.

With the need to deliver many supplies to diverse locations quickly, counterinsurgents discovered that adopting various air delivery procedures significantly improved their logistic posture under challenging conditions. Such procedures also minimized the risk of negative encounters with the populace and insurgents.

SUPPORT TO TRAINING AND EMPLOYING HOST-NATION SECURITY FORCES

8-29. One of the most important LLOs for U.S. forces engaged in COIN operations is training and employing HN security forces. Various support and training activities contribute to security sector reform. Each activity can substantially involve military logisticians. Usually, developing HN police forces and sustaining their training falls under the auspices of non-DOD agencies. These agencies include the Department of State, the Department of Justice, or United Nations mandated missions. The development and support of HN military forces is a COIN mission that military logisticians must prepare to support, from planning at the strategic level to practical implementation on the ground. (Chapter 6 covers the support of HN security forces in more detail.)

8-30. Some tasks required to establish HN security forces might initially fall to military logistic units until other government agencies' programs start, logistic support can be contracted, or HN logistic organizations begin to function. Examples of HN security force support tasks include the following:

- Providing operating base space or establishing other supportable, secure locations to recruit, receive, and train HN security forces.
- Providing initial logistic support to forming HN security forces, possibly to include equipping, arming, feeding, billeting, fueling, and providing medical support.
- Providing logistic training to newly formed HN security force logistic organizations.

Equipping and Sustaining Host-Nation Security Forces

8-31. Logisticians can expect to help develop plans and programs for sustaining HN security forces. They must ensure that equipment selected is suitable to and sustainable through the host nation's capabilities. Equipment and support programs must fall within the host nation's resources, including budget and technological capabilities. In many cases "good enough to meet standards" equipment that is indigenously sustainable is preferable to "high-technology, best available" equipment that requires substantial foreign assistance for long-term maintenance. Foreign high-technology equipment can provide the insurgent movement with a valuable propaganda point that could negate any potential technological advantages.

8-32. One acknowledged difficulty in establishing HN security forces is identifying sources of suitable materiel and equipment. Often, multinational partners develop plans to equip the host nation from multiple donor nations and agency sources. Logisticians may need to become familiar with these agencies' capabili-

ties and donor nations' supply and maintenance systems, even though support packages may not be included with the donation.

Host-Nation Security Forces Logistics

8-33. Logisticians involved in training logistic personnel to support HN security forces need to be aware of several special challenges. Part of the problem with previously dysfunctional military cultures in many unstable countries is a pervasive climate of corruption and graft that can cripple attempts to develop effective support services. Logisticians conducting such training should expect to stress repeatedly the long-term benefits of supply discipline and materiel accountability. Logisticians must also emphasize how these practices affect HN security and development. For this reason, emphasis should be placed on inventory procedures. Logisticians should monitor the black market to check for pilfered military equipment and to evaluate the effectiveness of logistic procedures and accountability training. Of all capabilities, logistic functions may take the longest for HN forces to develop. These functions are rife with inherent complexity and potential cultural challenges. Hence, HN forces may take a long time to operate independently of U.S. or multinational logistic support. (AR 12-1 and DODD 5105-38M discuss control and accountability requirements for property transferred to a host nation [end-use monitoring].)

8-34. HN-produced materiel should be procured and used to support HN security forces whenever it can meet requirements and is reasonably and reliably available. This practice helps stimulate the HN economic base and promotes an attitude of self-sufficiency in HN forces. It reinforces the important political message that HN security forces are of the people, not agents of foreign powers. When promoting these practices, logisticians may find themselves outside the normal scope of their duties when they assess the suitability of locally available materials and advise how to make such materials suitable for self-sustainment. The most valuable lesson logisticians may give to HN security forces and those supporting them is not "what to do" but "how to think about the problem of sustainment" and its link to security effectiveness.

Building a Military: Sustainment Failure

By 1969, pressure was on for U.S. forces in Vietnam to turn the war over to the host nation in a process now known as Vietnamization. While assisting South Vietnamese military forces, the United States armed and equipped them with modern small arms, communications, and transportation equipment—all items produced by and sustained from the U.S. industrial base. This modern equipment required an equally sophisticated maintenance and supply system to sustain it. Sustaining this equipment challenged the South Vietnamese economically and culturally, despite the training of several thousand South Vietnamese in American supply and maintenance practices. In short, the American way of war was not indigenously sustainable and was incompatible with the Vietnamese material culture and economic capabilities. South Vietnam's predominately agrarian-based economy could not sustain the high-technology equipment and computer-based systems established by U.S. forces and contractors. Consequently, the South Vietnamese military transformation was artificial and superficial. Many South Vietnamese involved in running the sustainment systems had little faith in them. Such attitudes encouraged poor administration and rampant corruption. After U.S. forces left and most U.S. support ended, the logistic shortcomings of the supposedly modern South Vietnamese military contributed to its rapid disintegration when the North Vietnamese advanced in 1975.

Support to Establishing or Restoring Essential Services

8-35. According to existing U.S. military logistic doctrine, no provision exists for U.S. forces to become decisively or exclusively engaged in providing essential services to the populace. However, this doctrinal position does not prohibit units from applying skills and expertise to help assess HN essential services needs. Along with these assessments, logistic and other units may be used to meet immediate needs, where

possible and in the commander's interest. These units can also assist in the handoff of essential service functions to appropriate U.S. agencies, HN agencies, and other civilian organizations.

Assessing Essential Services Requirements

8-36. Logistic preparation of the theater and detailed assessments of COIN-specific issues should give logisticians good insights into HN capabilities, requirements, and shortfalls. (See paragraph 8-7.) Logistic assessments should be combined with information from civil affairs area assessments. Logisticians working closely with other branches can contribute to these area assessments. (Table 8-2 [page 8-12] identifies the areas that concern civil affairs. Logisticians can help assess these areas.)

Table 8-2. Civil affairs capabilities used by logisticians

Service	*Branch*	*Capability*
Police and Fire	Military police	• Assessment of police capabilities (law enforcement, crowd control, traffic control, crime trends, criminal investigations) and detention and correction operations.
	Military firefighter	• Assessment of firefighting capabilities and equipment.
Water	Quartermaster	• Water purification.
	Medical service	• Preventive medicine and sanitation specialists.
	Engineer	• Water pipelines, facilities, and drilling support.
	Ordnance	• Pumps and mechanicals repair.
Electricity	Engineer	• Power generation and facility repair and construction specialists.
Schools	Engineer	• Vertical construction specialists.
	All	• Training and education.
Transportation network	Engineer	• Assessment of rail, bus, and port facilities; roadway and bridge assessments; and airfield capabilities and upgrades.
	Transportation	• Assessment of rail, bus, and ferry capacities.
	Ordnance	• Assessment of mechanical maintenance of rail, bus, truck, and ferry operating equipment.
	Military police	• Roadway and traffic flow assessments.
Medical	Medical service and medical corps	• Assessment of local health care capabilities and needs.
Sanitation (trash and sewage)	Medical service	• Preventive medicine and sanitation specialists.
	Quartermaster	• Water specialists.
	Engineer	• Earthmoving specialists, plumbing construction, soil analysis, concrete casting, and sanitary landfill management.
	Ordnance	• Heavy wheeled vehicle, pump, and mechanical repair.
Food supply	Veterinary corps	• Food source and quality; vector control.
	Quartermaster	• Food packaging and distribution.
Fuel	Quartermaster	• Fuel specialists; testing of locally procured fuel supplies.
Financial	Finance	• Identify requirements to reestablish account-ability and security of host-nation and captured funds. • Assess financial support requirements and banking and currency needs.

Time as a Logistic Commodity

8-37. The speed with which COIN operations are executed may determine their success and whether the populace supports them. This is especially true for operations that involve restoring essential services. Planners must strive to have the smallest possible gap of time between when they assess essential services and when U.S. forces begin remediation efforts. To keep this time gap as small as possible and manage the development of popular expectations, logistic units may need to initiate remedial services until HN authorities and agencies can assume these functions. For example, think of the populace as a patient destabilized by the trauma of insurgency. In COIN operations, logistic and other units may need to function much like the first-responder medic on the scene. The medic conducts initial assessments of a patient's needs, provides lifesaving first aid, and lets the hospital know what more specific higher level care the patient requires. Medical and COIN first responders work best when they can assess and initiate life support treatment immediately. In COIN operations, "treatment" is harder to determine without obvious calibrated vital signs—such as blood pressure, pulse, and temperature—and "immediately" may last weeks or months. For this reason, COIN logistic units may have to take whatever measures they can for immediately stabilizing essential services and preventing deteriorating conditions. (Table 8-3 [page 8-37] lists some examples of how military logistic assets and capabilities can be used to bridge the essential services gap and meet immediate and essential service needs.)

Handoff of Essential Services

8-38. Frequently, logisticians who have provided stopgap essential services may be the only ones with accurate knowledge of essential services needs and priorities. Logisticians providing these services may stay actively involved in the handoff to other government agencies and their designated civil organizations. Their involvement should continue until HN agencies and activities can function and meet essential services needs. A poor handoff can provide insurgents with propaganda opportunities and evidence of the "insincerity" of COIN efforts.

8-39. When U.S. forces restore and transition essential services to the HN government, they remove one of the principal causes insurgents exploit. This action greatly assists the HN government in its struggle for legitimacy. Competent leaders can expect insurgents to conduct attacks against restored services. During this handoff, multinational logistic assets may need to maintain a logistic quick reaction force. This force ensures the continuity of services and marginalizes counteractions and messages by insurgents.

Public Transportation, Population Movement, and Life Support to Internally Displaced Persons and Refugees

8-40. Under conditions of national crisis or insurgency, public transportation systems often fall into disarray. Counterinsurgents may have to recover stolen or misappropriated buses, trucks, cars, and other government vehicles (including former military equipment) and restore them to public service. This action helps alleviate urgent requirements for public transportation. It also sends an unmistakable message of resumption of governmental authority and can substantially reduce the amount of replacement equipment counterinsurgents must procure. Logistic units and personnel can expect to assist in this process—from reestablishing accountability procedures to assessing repair and maintenance needs—until competent HN public or government authorities can resume these duties.

8-41. An insurgency often creates many groups of internally displaced persons and refugees on short notice. Attending to internally displaced person and refugee needs can quickly become an urgent logistic requirement. Planners draw on all essential services to provide secure emergency shelter, camps for internally displaced persons and refugees, and life support (food, water, and medical care). Nongovernmental organizations and other civilian agencies normally furnish this support to internally displaced persons and refugees. However, conditions may prevent these agencies from providing these services quickly. Furthermore, in COIN operations, internally displaced person and refugee security may take on heightened military importance. Traumatized and dislocated persons may become vulnerable to insurgent threats and recruitment. The restoration and maintenance of public transportation services can help internally displaced persons and refugees. Figure 8-1 (page 8-15) shows that as essential services projects take root, they start to provide tangible benefits for the populace. Progress in these individual endeavors may experience indi-

vidual setbacks as planners calibrate programs and projects to localized needs. Before implanting agency transfers, planners should measure overall progress. As essential services become more effective, insurgent activities lose influence and popular support. As a general rule, it is best to provide essential services to people in their native areas and thereby discourage their displacement.

Table 8-3. Logistic units and their capabilities

Logistics activities	*Capabilities*
Contingency contracting officers	• Procure commercial public utility equipment with Title 22 funds. • Employ theater contractors and external theater subject matter experts and trainers to maintain assets.
Reverse osmosis water purification units	• Provide immediate sources of potable water until water pumps at purification plants are restored.
Distribution companies and supply support activities	• Provide temporary storage and distribution of foreign humanitarian assistance.
Explosive ordnance disposal units	• Dispose of munitions and other unexploded explosive ordnance in populated areas. • May require transportation or engineer support.
Combat logistic convoys	• Provide security for nongovernmental organization (NGO) transportation of critical humanitarian assistance. (Not all NGOs agree to this.)
Medical units	• Provide medical civic action program teams to conduct visiting clinics at small or remote villages. • May augment NGOs, such as Doctors Without Borders.
Brigade surgeons and brigade engineers	• Work with contracting officer representatives to restore clinic or hospital services.
Medical personnel and units	• Assist with upgrading and restoring host-nation medical training programs to meet civil health care providers' critical shortfalls.
Senior power generation technicians	• Provide advice concerning and troubleshoot municipal power sources.
Class I (rations) sections	• Account for, preserve, and distribute humanitarian daily rations (a Department of State-controlled item).
Medium truck companies	• Move internally displaced persons.
Logistic units	• Provide life support to internally displaced person (or refugee) camps—billeting, food service, personnel (biometric), accountability, and work placement.
Preventive medicine teams	• In conjunction with veterinary support, conduct vector and parasite analysis on farm livestock (host-nation food source).
Engineers	• Repair critical highways, renovate bridges, or build buildings (such as clinics or schools).

SUPPORT TO DEVELOPING BETTER GOVERNANCE

8-42. COIN operations strive to restore order, the rule of law, and civil procedures to the authority of the HN government. All counterinsurgent actions must be those of agents of a legitimate and law-abiding HN government. Multinational and U.S. forces brought in to support this objective must remember that the populace will scrutinize their actions. People will watch to see if Soldiers and Marines stay consistent with this avowed purpose. Inconsistent actions furnish insurgents with valuable issues for manipulation in propaganda.

Legal Support to Operations

8-43. Legal support to COIN operations can cover many areas. (See FM 4-0, chapter 12; MCWP 4-12, page A-4; and appendix D of this manual.) It includes continuously monitoring and evaluating rules of engagement. This legal status may affect the conduct of contractors and their requirements for protection. Legal support also includes status of forces agreements. These agreements need to be negotiated and revised as the HN government becomes able to responsibly assume and exercise sovereignty. Status of forces agreements affect how legal disputes between U.S. forces and local nationals are handled, including those disputes emerging from contracting and other commercial activities. Contracts and claims require sensitive and fair construction and execution so perceptions of exploitation and favoritism do not undermine overall COIN initiatives. COIN operations often depend on many funding sources. Leaders get judge advocate legal advice on fiscal law to ensure compliance with domestic statutes governing the funding of military and nonmilitary activities. Leaders may ask judge advocates to advise the HN government at all political levels about how to establish and administer appropriate legal safeguards.

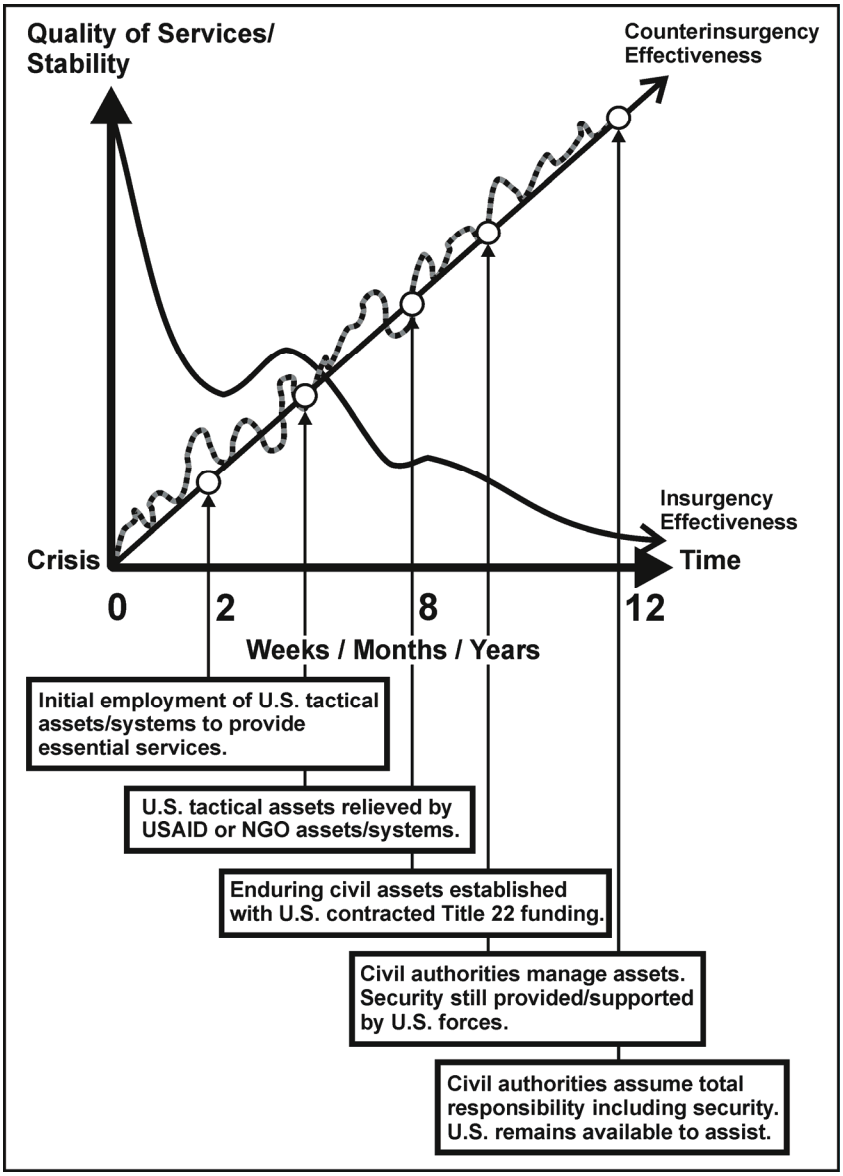

Figure 8-1. Comparison of essential services availability to insurgency effectiveness

Legal Aspects of Contracting and Claims

8-44. In COIN operations, two circumstances may require extensive civil law support. The first situation is when counterinsurgents engage in commercial contracts with people for provision of goods and or services. The second occasion is when people seek compensation for damages, injuries, or deaths that they or their relatives claim to have suffered due to actions by counterinsurgents.

8-45. Legally reviewing COIN contracts negotiated with HN contractors establishes several important conditions. First, the process makes clear to HN contractors that established procedures rooted in law govern such transactions. It sends the message that favoritism and partisanship are not part of the process in a legitimate government. Second, this review potentially forestalls contracts going to individuals who may be part of the insurgency and may already be named or identified as subjects of other ongoing investigations or legal actions.

8-46. In the case of claims for damages allegedly caused by counterinsurgents, legal reviews show genuinely wronged people that the HN government takes their grievances seriously. (See paragraphs D-35 through D-37.) When insurgents or opportunists misrepresent terms or conditions under which "damages" occur, legal reviews effectively assess the validity or falsehood of such claims and thereby prevent counterinsurgents from squandering resources or inadvertently supporting insurgents.

Restoration of Civil Judicial Functions

8-47. In periods of extreme unrest and insurgency, HN legal structures—courts, prosecutors, defense assistance, prisons—may fail to exist or function at any level. Under these conditions, to establish legal procedures and precedents for dealing with captured insurgents and common criminals, U.S. forces may make provisions to establish special tribunals under the auspices of either a provisional authority or a United Nations mandate. While legal actions fall under these provisions, counterinsurgents can expect to provide sustainment and security support as well as legal support and advice on these functions.

8-48. Even when HN authorities have restored judicial functions, counterinsurgents may have to provide logistic and security support to judicial activities. If insurgents continue to disrupt activities supporting the rule of law, the support may be prolonged. With restoration of legislative and judicial functions to the HN government, counterinsurgents must recognize and acknowledge that not all laws will look familiar. Laws passed by the legislature of the HN government may differ from those experienced by multinational forces in their home countries. Under such conditions, counterinsurgents need to consult their legal advisors, commanders, and diplomatic representatives for guidance on dealing with sensitive matters.

SUPPORT TO ECONOMIC DEVELOPMENT

8-49. Many commanders are unfamiliar with the tools and resources required for promoting economic pluralism. In COIN operations, economic development is probably the LLO with the greatest logistic significance. Military commanders using resource managers (comptrollers) and contingency contracting officers are usually involved with this LLO. Staff officers will need to deliver financial resources that—

- Maximally benefit the HN population.
- Support achieving objectives along other LLOs.
- Ensure the funds stay out of insurgent hands.

Achieving these objectives depends on logisticians keeping a thorough and accurate logistic preparation of the theater as well as commanders and contracting officers obtaining goods and services consistent with its assessments. Such purchasing must also promote vendors and businesses whose practices support widespread job stimulation and local investment. In addition to the logistic preparation of the AO issues discussed in paragraph 8-7, other areas for assessment and analysis include the following:

- HN economic capabilities and shortfalls suitable for filling by external means.
- Methods of determining land and other real property ownership, means of transfers, and dispute resolution.
- Methods for promoting and protecting property and asset rights as well as open access to trade goods and services.

- Prevailing wage rate standards and correlation to occupational category (unskilled, skilled, and professional labor).
- Historic market demographics.
- Identification of potential vendors with local sources of supply in the AO.

8-50. Various funding sources usually support COIN operations. (See paragraphs D-27 through D-31.) U.S. forces most commonly operate under two types of funds:

- Title 10 funds, which are strictly for the supply, support, and sustainment of DOD service members and employees.
- Title 22 funds, which are appropriated for foreign relations purposes and used solely for the benefit and support of the HN government and population.

8-51. Other sources of funding in COIN operations may include those provided by other government agencies. Such agencies can include the U.S. Agency for International Development, the Department of State, other donor nations and agencies, the United Nations, or even the host nation. In some cases, counterinsurgents may seize or capture misappropriated or illicit funds. Confiscated funds may be redistributed to fund COIN activities. Under these complex fiscal circumstances, resource managers and staff judge advocates provide the best guidance on the legal use of different types of funds. (Appendix D covers this subject in more detail.)

CONTRACTED LOGISTIC SUPPORT

8-52. In COIN operations, logistic contractors might support U.S. forces. Contractor activities fall into three different categories:

- Theater support contractors.
- External support contractors.
- System contractors.

(See FM 4-0, paragraphs 5-92 through 5-95; MCWP 4-12, page 4-8.)

8-53. Theater support contractors can make significant contributions to promoting economic pluralism because they rely the most on HN employees and vendors. External support contractors and the Logistic Civilian Augmentation Program (LOGCAP) provide logistic services, usually through large-scale prearranged contracts with major contractors, who may in turn subcontract various components of their large contracts to smaller theater-based providers. Systems contracts are designed by systems program managers to support special or complex equipment; they generally have little influence on promoting economic pluralism.

THEATER SUPPORT CONTRACTORS

8-54. Theater support contractors can be obtained either under prearranged contracts or by contracting officers serving under the direct authority of the theater principle assistant responsible for contracting. Theater support contractors usually obtain most of their materials, goods, and labor from the local manufacturing and vendor base. Some examples of goods and services that theater support contractors provide include—

- Construction, delivery, and installation of concrete security barriers for the defense of counterinsurgent bases and HN public buildings.
- Construction of security fencing.
- Public building construction and renovations (such as site preparation, structure construction, electrical and plumbing installation, and roofing).
- Sanitation services.
- Maintenance augmentation in motor pools.
- Road construction and repair.
- Trucking and cartage.

- Manual labor details (such as grounds maintenance and sandbag filling).
- Housekeeping (such as warehouses).

COUNTERINSURGENCY CONTRACTOR CONSIDERATIONS

8-55. In a COIN environment, commanders carefully consider when to use theater support contractors and local hires. Commanders also supervise contracted personnel to ensure they do not undermine achieving COIN objectives. Due to the subversive nature of many insurgent activities, all contractors and their employees require vetting through the intelligence section. All contractors and their employees require tamperproof, photograph, biometric-tagged identification. This identification needs to be coded to indicate access areas, security level, and supervision required. In the case of HN employees, "badging" can also be an accountability tool if U.S. forces issue and receive badges at entry control points daily. Contractor security breaches are one concern; another is the security and safety of the contractor's employees. Though insurgents may target logistic contractors and their employees, the employees are not combatants. They are classified as "civilians accompanying the force." This status must not be jeopardized and the military units with which they work must keep them secure in the workplace. Units employing HN contractors and employees must watch for signs of exploitive or corrupt business practices that may alienate segments of the local populace and inadvertently undermine COIN objectives. Treated fairly and respectfully, HN employees can provide good insights into the local language, culture, and perceptions of COIN activities as well as other issues affecting communities in the AO.

Host-Nation Contracting: A Potential Double-Edged Sword

Early in Operation Iraqi Freedom, a brigade from the 101st Airborne Division was assigned a large area of operations near Tal Afar, in northern Iraq. The terrain the unit was required to cover and support exceeded the distribution capabilities of its ground transportation assets. Logistic officers supporting the brigade sought out and found a local business leader with a family-owned transportation company. He was positive towards U.S. aims for improving Iraq and willing to work with U.S. forces by providing various truck and bus services.

After two months of ad hoc daily arrangements for services at the U.S. forces' compound entry point, the unit established a six-month contract to make this transportation support more regular. As the working relationship became more solid, the contractor and his employees also furnished insights into the effectiveness of U.S. information operations as well as information on the presence and activities of suspicious persons possibly affiliated with the insurgency. The arrangement worked exceptionally well, effectively supported counterinsurgency activities, and maintained peace and security—as long as the original unit that established the services was stationed in the area.

Eventually, a smaller task force replaced the first unit that established the contract, and the security situation in the area began to deteriorate. Upon detecting this change in security posture, insurgents quickly found the contractor and killed him. No doubt their intent was to degrade the U.S. forces' logistic posture and to send the message to other local vendors that doing business with the Americans was costly. Eventually the contactor's brother took over operations, but understandably support deteriorated.

When setting up logistic contracting arrangements with HN contractors in a COIN environment, U.S. logisticians and contracting officers must remember the grave risks people take by accepting these jobs. Insurgents are exceptionally adept at finding ways to attack logistics. When insurgents attack people branded as traitors, there is an added terror or political message benefit. Inadequate or shifting U.S. security arrangements can provide openings for insurgents to more easily attack host-nation contractors and logistic providers.

EXTERNAL SUPPORT CONTRACTORS

8-56. Many of the same considerations that apply to theater contractors apply to external support contractors and their subcontracted employees, particularly if they are local or in-theater hires who are not U.S. or multinational partner citizens.

SYSTEM CONTRACTORS

8-57. System contractors generally work on technologically complicated military systems, such as vehicles, weapons systems, aircraft, and information systems. This support is provided under contracts negotiated by program executive officers and program managers. These contractors provide systems expertise. Most are U.S. citizens, and many of them are former U.S. military members. These contractors generally meet deployment and security requirements similar to DOD civilian requirements.

CONTINGENCY CONTRACTING OFFICERS AND OTHER AGENTS

8-58. In COIN operations, the timely and well-placed distribution of funds at the local level can serve as an invaluable force multiplier. Many challenges to accomplishing payments and purchases in the COIN environment exist. These challenges can include—

- Problems with the security of financial institutions, agents, and instruments.
- Potential for sudden volatility in the HN economy.
- Reliability issues with local supplier and vendors.
- Peculiarities of local business cultures.

8-59. Contracting officers and other agents authorized to make payments to support COIN activities often find it difficult to obtain reliable information upon which to make decisions and conduct negotiations. Military means to accomplish this type of purchasing are found at two levels:

- Contingency contracting officer, who acts on unit-generated purchasing requests and committals.
- Ordering officer for smaller purchases.

8-60. Legal requirements keep U.S. funds for different purposes separate and distinct. (See paragraphs D-27 through D-31.) COIN units must maintain two types of purchasing officer teams:

- Field ordering officer teams for Title 10 funds.
- Project ordering officer teams for Title 22 funds.

(Figure 8-2 [page 8-20] portrays the relationships and roles among different contracting and ordering officers, and the types of funds that they manage.)

CONTINGENCY CONTRACTING

8-61. Because contingency contracting officers can set contracts for larger sums than ordering officers can, they normally place purchasing request and committal requirements out for bid to local vendors. During COIN operations, contacting officers must spread contracts across different vendors to forestall any appearance of partiality.

FIELD ORDERING AND PROJECT ORDERING OFFICER TEAMS

8-62. Both field ordering and project ordering officer teams consist of the respective contracting officer agent, a paying agent, and a security detail. Both teams operate under similar regulatory constraints. These officers' duties differ not only with respect to the type of funds they disburse but also in the increment caps applied. Field ordering officers with Title 10 funds are limited to individual payments not to exceed $2,500. Project ordering officers can make individual contract payments of up to $20,000, since projects are associated with higher costs and scales. In both cases, these teams are an invaluable asset for reaching into HN communities and promoting economic pluralism while assessing the economic effects of purchasing activities and economic stability initiatives.

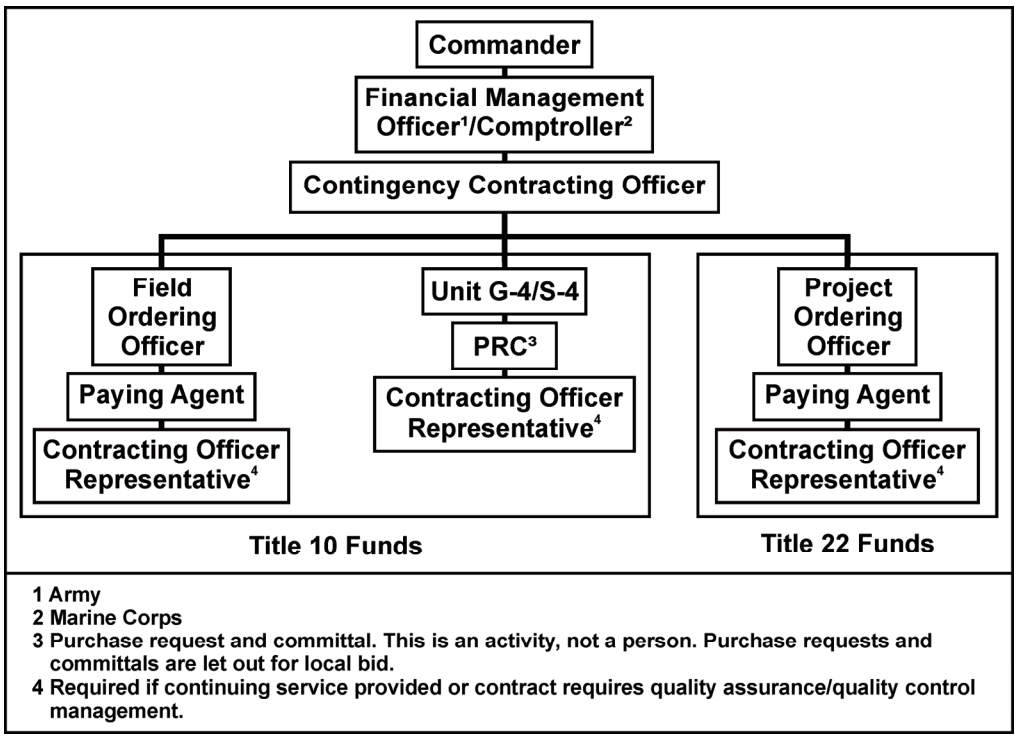

Figure 8-2. Tactical financial management organizations

8-63. Due to their activities throughout HN communities and their cultivation of local business connections, field ordering and project ordering officer teams should be viewed as potential means of gathering and distributing information. Vendor observations and actions may also reveal much about the real status of the COIN effort. Vendors may notice commonplace events that, taken together, are significant. For example, vendors may notice outsiders moving into the area, contractors failing to deliver goods, and HN employees asking to leave early. Together these events might indicate an impending attack. By doing business with counterinsurgents, local contractors and vendors may put themselves at great risk. Protection of their activities can pose a great challenge to U.S. forces and must be seriously considered when doing business with them.

SUMMARY

8-64. Logistic activities are an integral part of COIN operations. These activities take the traditional form of support to combat and security forces as well as the unconventional form of providing mixes of essential and timely support to many HN security and stability-enhancing activities that may seem purely civil in character. Initially, uniformed military logistic providers may have to provide this support. However, COIN logistic objectives should include encouraging and promoting HN providers as soon as security conditions make this feasible. This transition is a delicate one. Logistic providers must constantly determine whether their practices are contributing to achieving the end state and adjust their methods if necessary. If there is a final paradox in counterinsurgency, it is that logistic postures and practices are a major part of the effort and may well determine the operation's success.

Appendix A

A Guide for Action

Translating lessons of this manual into practice begins with planning and preparation for deployment. Successful counterinsurgents execute wisely and continually assess their area of operations, the impact of their own operations, and their enemy's strategy and tactics to adapt and win. This appendix discusses several techniques that have proven successful during counterinsurgency operations. They are discussed within the framework of the operations process. However, this does not limit their use to any operations process activity. Successful counterinsurgents assess the operational environment continuously and apply appropriate techniques when they are needed.

PLAN

A-1. *Planning* is the process by which commanders (and staffs, if available) translate the commander's visualization into a specific course of action for preparation and execution, focusing on the expected results (FMI 5-0.1). Planning for counterinsurgency (COIN) operations is no different from planning for conventional operations. However, effective COIN planning requires paying at least as much attention to aspects of the environment as to the enemy force.

ASSESS DURING PLANNING: PERFORM MISSION ANALYSIS

A-2. Learn about the people, topography, economy, history, religion, and culture of the area of operations (AOs). Know every village, road, field, population group, tribal leader, and ancient grievance. Become the expert on these topics. If the precise destination is unknown, study the general area. Focus on the precise destination when it is determined. Ensure leaders and staffs use the Secret Internet Protocol Router Network (SIPRNET) to immerse themselves virtually in the AO into which the unit is deploying. Understand factors in adjacent AOs and the information environment that can influence AOs. These can be many, particularly when insurgents draw on global grievances.

A-3. Read the map like a book. Study it every night before sleep and redraw it from memory every morning. Do this until its patterns become second nature. Develop a mental model of the AO. Use it as a frame into which to fit every new piece of knowledge.

A-4. Study handover notes from predecessors. Better still, get in touch with personnel from the unit in theater and pick their brains. In an ideal world, intelligence officers and area experts provide briefings. This may not occur. Even if it does, there is no substitute for personal mastery.

A-5. Require each subordinate leader, including noncommissioned officers, to specialize on some aspect of the AO and brief the others.

ANALYZE THE PROBLEM

A-6. Mastery of the AO provides a foundation for analyzing the problem. Who are the insurgents? What drives them? What makes local leaders tick? An insurgency is basically a competition among many groups, each seeking to mobilize the populace in support of its agenda. Thus, COIN operations are always more than two sided.

A-7. Understand what motivates the people and how to mobilize them. Knowing why and how the insurgents are getting followers is essential. This requires knowing the real enemy, not a cardboard cutout. Insurgents are adaptive, resourceful, and probably from the area. The local populace has known them since

they were young. U.S. forces are the outsiders. The worst opponents are not the psychopathic terrorists of the movies; rather, they are charismatic warriors who would excel in any armed force. Insurgents are not necessarily misled or naive. Much of their success may stem from bad government policies or security forces that alienate the local populace.

A-8. Work the problem collectively with subordinate leaders. Discuss ideas and explore possible solutions. Once leaders understand the situation, seek a consensus on how to address it. If this sounds unmilitary, get over it. Such discussions help subordinates understand the commander's intent. Once in theater, situations requiring immediate action will arise too quickly for orders. Subordinates will need to exercise subordinates' initiative and act based on the commander's intent informed by whatever knowledge they have developed. Corporals and privates will have to make quick decisions that may result in actions with strategic implications. Such circumstances require a shared situational understanding. They also require a command climate that encourages subordinates to assess the situation, act on it, and accept responsibility for their actions. Employing mission command is essential in this environment. (Mission command, subordinates' initiative and commander's intent are defined in the glossary. See FM 6-0, paragraphs 1-67 through 1-80, 2-83 through 2-92, and 4-26 through 4-31 for discussions of the principles involved.)

PREPARE

A-9. *Preparation* consists of activities by the unit before execution to improve its ability to conduct the operation, including, but not limited to, the following: plan refinement, rehearsals, reconnaissance, coordination, inspection, and movement (FM 3-0). Compared with conventional operations, preparing for COIN operations requires greater emphasis on organizing for intelligence and for working with nonmilitary organizations. These operations also require more emphasis on preparing small-unit leaders for increased responsibility and maintaining flexibility.

ORGANIZE FOR INTELLIGENCE

A-10. Intelligence and operations are always complementary, especially in COIN operations. COIN operations are intelligence driven, and units often develop much of their own intelligence. Commanders must organize their assets to do that.

A-11. Each company may require an intelligence section, including analysts and an individual designated as the "S-2." Platoon leaders may also have to designate individuals to perform intelligence and operations functions. A reconnaissance and surveillance element is also essential. Augmentation for these positions is normally not available, but companies still must perform the tasks. Put the smartest Soldiers and Marines in the intelligence section and the reconnaissance and surveillance element. This placement results in one less rifle squad, but an intelligence section pays for itself in lives and effort saved.

A-12. There are never enough linguists. Commanders consider with care where best to use them. Linguists are a battle-winning asset, but like any other scarce resource, commanders must allocate them carefully. During predeployment, the best use of linguists may be to train Soldiers and Marines in basic language skills.

ORGANIZE FOR INTERAGENCY OPERATIONS

A-13. Almost everything in COIN is interagency. Everything from policing to intelligence to civil-military operations (CMO) to trash collection involves working with interagency and host-nation (HN) partners. These agencies are not under military control, but their success is essential to accomplishing the mission. Train Soldiers and Marines in conducting interagency operations. Get a briefing from the Department of State, aid agencies, and the local police or fire departments. Designate interagency subject matter experts in each subordinate element and train them. Look at the situation through the eyes of a civilian who knows nothing about the military. Many civilians find rifles, helmets, and body armor intimidating. Learn how not to scare them. Seek advice from those who come from that nation or culture. Most importantly, know that military operations create temporary breathing space. But to prevail, civilian agencies need long-term development and stabilization.

TRAVEL LIGHT AND HARDEN YOUR SUSTAINMENT ASSETS

A-14. A normal combat load for Soldiers and Marines includes body armor, rations, extra ammunition, communications gear, and many other things—all of which are heavy. Insurgents may carry a rifle or rocket-propelled grenade, a headscarf, and a water bottle. Without the extra weight, insurgents can run and maneuver easily. U.S. forces must lighten their combat loads and enforce a habit of speed and mobility. Otherwise, insurgents consistently outrun and outmaneuver them. However, make sure Soldiers and Marines can always reach back for fires or other support.

A-15. Remember to harden sustainment bases. Insurgents often consider them weak points and attack there. Most attacks on coalition forces in Iraq in 2004 and 2005, other than combat actions, were against sustainment installations and convoys. Ensure sustainment assets are hardened and have communications. Make sure to prepare Soldiers and Marines whose primary task is providing logistic support to fight ground combat operations. While executing their sustaining operations, they may do more fighting than some rifle squads.

FIND A POLITICAL AND CULTURAL ADVISOR

A-16. A force optimized for COIN operations would have political and cultural advisors at company level. The current force structure gives corps and division commanders a political advisor. Lower echelon commanders must improvise. They select a political and cultural advisor from among their troops. This person may be a commissioned officer, but may not. The position requires someone with "people skills" and a feel for the environment. Commanders should not try to be their own cultural advisor. They must be fully aware of the political and cultural dimension, but this is a different role. In addition, this position is not suitable for intelligence professionals. They can help, but their task is to understand the environment. The political advisor's job is to help shape the environment.

TRAIN THE SQUAD LEADERS—THEN TRUST THEM

A-17. Squads and platoons execute mostly COIN operations. Small-unit actions in a COIN environment often have more impact than similar actions during major combat operations. Engagements are often won or lost in moments; whoever can bring combat power to bear in seconds wins. The on-scene leader controls the fight. This situation requires mission command and subordinates' initiative. Train leaders at the lowest echelons to act intelligently and independently.

A-18. Training should focus on basic skills: marksmanship, patrolling, security on the move and at the halt, and basic drills. When in doubt, spend less time on company and platoon training and more time on squads. Ruthlessly replace ineffective leaders. Once trained, give Soldiers and Marines a clear commander's intent and trust them to exercise subordinates' initiative within it. This allows subordinates to execute COIN operations at the level at which they are won.

IDENTIFY AND USE TALENT

A-19. Not everyone is good at counterinsurgency. Many leaders do not understand it, and some who do cannot execute it. COIN operations are difficult and anyone can learn the basics. However, people able to intuitively grasp, master, and execute COIN techniques are rare. Learn how to spot these people and put them into positions where they can make a difference. Rank may not indicate the required talent. In COIN operations, a few good Soldiers and Marines under a smart junior noncommissioned officer doing the right things can succeed, while a large force doing the wrong things will fail.

CONTINUE TO ASSESS AND PLAN DURING PREPARATION: BE FLEXIBLE

A-20. *Commander's visualization* is the mental process of developing situational understanding, determining a desired end state, and envisioning how the force will achieve that end state (FMI 5-0.1). It begins with mission receipt and continues throughout any operation. The commander's visualization forms the basis for conducting (planning, preparing for, executing, and assessing) an operation.

A-21. Commanders continually refine their visualization based on their assessment of the operational environment. They describe and direct any changes they want made as the changes are needed. They do not wait for a set point in any process. This flexibility is essential during preparation for COIN operations. Some are tempted to try to finalize a plan too early. They then prepare to execute the plan rather than what changes in the operational environment require. However, as commanders gain knowledge, their situational understanding improves. They get a better idea of what to do and of their own limitations. This lets them refine their visualization and direct changes to the plan and their preparations. Even with this, any plan will change once operations begin. If there is a major shift in the environment, commanders may need to scrap the plan. However, a plan is still needed. Developing it gives leaders a simple robust idea of what to achieve, even if the methods change. Directing changes to it based on continuous assessment is one aspect of the art of command.

A-22. One planning approach is to identify phases of the operation in terms of major objectives to achieve such as establishing dominance, building local networks, and marginalizing the enemy. Make sure forces can easily transition between phases, both forward to exploit successes and backward to recover from setbacks. Insurgents can adapt their activity to friendly tactics. The plan must be simple enough to survive setbacks without collapsing. This plan is the solution that began with the shared analysis and consensus that began preparation. It must be simple and known to everyone.

EXECUTE

A-23. *Execute* means to put a plan into action by applying combat power to accomplish the mission and using situational understanding to assess progress and make execution and adjustment decisions (FM 6-0). The execution of COIN operations demands all the skills required to execute conventional operations. In addition, it also requires mastery of building alliances and personal relationships, attention to the local and global media, and additional skills that are not as heavily tasked in conventional operations.

ESTABLISH AND MAINTAIN A PRESENCE

A-24. The first rule of COIN operations is to establish the force's presence in the AO. If Soldiers and Marines are not present when an incident happens, they usually cannot do much about it. The force cannot be everywhere at once. The more time Soldiers and Marines spend in the AO, the more likely they are where the action is. If the force is not large enough to establish a presence throughout the AO, then determine the most important places and focus on them. This requires living in the AO close to the populace. Raiding from remote, secure bases does not work. Movement on foot, sleeping in villages, and night patrolling all seem more dangerous than they are—and they are what ground forces are trained to do. Being on the ground establishes links with the local people. They begin to see Soldiers and Marines as real people they can trust and do business with, rather than as aliens who descended from armored boxes. Driving around in an armored convoy actually degrades situational awareness. It makes Soldiers and Marines targets and is ultimately more dangerous than moving on foot and remaining close to the populace.

ASSESS DURING EXECUTION: AVOID HASTY ACTIONS

A-25. Do not act rashly; get the facts first. Continuous assessment, important during all operations, is vital during COIN operations. Violence can indicate several things. It may be part of the insurgent strategy, interest groups fighting among themselves, or individuals settling vendettas. Or, it may just be daily life. Take the time to learn what normalcy looks like. Insurgents may try to goad Soldiers and Marines into lashing out at the local populace or making a similar mistake. Unless leaders are on the spot when an incident occurs, they receive only second-hand reports and may misunderstand the local context or interpretation. This means that first impressions are often highly misleading, particularly in urban areas. Of course, leaders cannot avoid making judgments. When there is time, ask an older hand or trusted local people for their opinions. If possible, keep one or two officers from your predecessor unit for the first part of the tour. Avoid rushing to judgment.

BUILD TRUSTED NETWORKS

A-26. Once the unit settles into the AO, its next task is to build trusted networks. This is the true meaning of the phrase "hearts and minds," which comprises two separate components. "Hearts" means persuading people that their best interests are served by COIN success. "Minds" means convincing them that the force can protect them and that resisting it is pointless. Note that neither concerns whether people like Soldiers and Marines. Calculated self-interest, not emotion, is what counts. Over time, successful trusted networks grow like roots into the populace. They displace enemy networks, which forces enemies into the open, letting military forces seize the initiative and destroy the insurgents.

A-27. Trusted networks are diverse. They include local allies, community leaders, and local security forces. Networks should also include nongovernmental organizations (NGOs), other friendly or neutral nonstate actors in the AO, and the media.

A-28. Building trusted networks begins with conducting village and neighborhood surveys to identify community needs. Then follow through to meet them, build common interests, and mobilize popular support. This is the true main effort; everything else is secondary. Actions that help build trusted networks support the COIN effort. Actions that undermine trust or disrupt these networks—even those that provide a short-term military advantage—help the enemy.

GO WITH THE GRAIN AND SEEK EARLY VICTORIES

A-29. Do not try to crack the hardest nut first. Do not go straight for the main insurgent stronghold or try to take on villages that support insurgents. Instead, start from secure areas and work gradually outwards. Extend influence through the local people's networks. Go with, not against, the grain of the local populace. First, win the confidence of a few villages, and then work with those with whom they trade, intermarry, or do business. This tactic develops local allies, a mobilized populace, and trusted networks.

A-30. Seek a victory early in the operation to demonstrate dominance of the AO. This may not be a combat victory. Early combat without an accurate situational understanding may create unnecessary collateral damage and ill will. Instead, victories may involve resolving a long-standing issue or co-opting a key local leader. Achieving even a small early victory can set the tone for the tour and help commanders seize the initiative.

PRACTICE DETERRENT PATROLLING

A-31. Establish patrolling tactics that deter enemy attacks. An approach using combat patrols to provoke, then defeat, enemy attacks is counterproductive. It leads to a raiding mindset, or worse, a bunker mentality. Deterrent patrolling is a better approach. It keeps the enemy off balance and the local populace reassured. Constant, unpredictable activity over time deters attacks and creates a more secure environment. Accomplishing this requires one- to two-thirds of the force to be on patrol at any time, day or night.

BE PREPARED FOR SETBACKS

A-32. Setbacks are normal in counterinsurgencies, as in all operations. Leaders make mistakes and lose people. Soldiers and Marines occasionally kill or detain the wrong person. It may not be possible to build or expand trusted networks. If this happens, drop back to the previous phase of the plan, recover, and resume operations. It is normal in company-level COIN operations for some platoons to do well while others do badly. This situation is not necessarily evidence of failure. Give subordinate leaders the freedom to adjust their posture to local conditions. This creates flexibility that helps survive setbacks.

REMEMBER THE GLOBAL AUDIENCE

A-33. The omnipresence and global reach of today's news media affects the conduct of military operations more than ever before. Satellite receivers are common, even in developing countries. Bloggers and print, radio, and television reporters monitor and comment on everything military forces do. Insurgents use terrorist tactics to produce graphics that they hope will influence public opinion—both locally and globally.

A-34. Train Soldiers and Marines to consider how the global audience might perceive their actions. Soldiers and Marines should assume that the media will publicize everything they say or do. Also, treat the media as an ally. Help reporters get their story. That helps them portray military actions favorably. Trade information with media representatives. Good relationships with nonembedded media, especially HN media, can dramatically increase situational awareness.

ENGAGE THE WOMEN; BE CAUTIOUS AROUND THE CHILDREN

A-35. Most insurgent fighters are men. However, in traditional societies, women are hugely influential in forming the social networks that insurgents use for support. When women support COIN efforts, families support COIN efforts. Getting the support of families is a big step toward mobilizing the local populace against the insurgency. Co-opting neutral or friendly women through targeted social and economic programs builds networks of enlightened self-interest that eventually undermine insurgents. Female counterinsurgents, including interagency people, are required to do this effectively.

A-36. Conversely, be cautious about allowing Soldiers and Marines to fraternize with local children. Homesick troops want to drop their guard with kids. But insurgents are watching. They notice any friendships between troops and children. They may either harm the children as punishment or use them as agents. It requires discipline to keep the children at arm's length while maintaining the empathy needed to win local support.

ASSESS DURING EXECUTION

A-37. Develop measures of effectiveness early and continuously refine them as the operation progresses. These measures should cover a range of social, informational, military, and economic issues. Use them to develop an in-depth operational picture. See how the operation is changing, not just that it is starting or ending. Typical measures of effectiveness include the following:

- Percentage of engagements initiated by friendly forces versus those initiated by insurgents.
- Longevity of friendly local leaders in positions of authority.
- Number and quality of tips on insurgent activity that originate spontaneously.
- Economic activity at markets and shops.

These mean virtually nothing as a snapshot; trends over time indicate the true progress.

A-38. Avoid using body counts as a measure of effectiveness. They actually measure very little and may provide misleading numbers. Using body counts to measure effectiveness accurately requires answers to the following questions:

- How many insurgents were there at the start?
- How many insurgents have moved into the area?
- How many insurgents have transferred from supporter to combatant status?
- How many new fighters has the conflict created?

Accurate information of this sort is usually not available.

MAINTAIN MISSION FOCUS THROUGHOUT

A-39. Once a unit is established in its AO, Soldiers and Marines settle into a routine. A routine is good as long as the mission is being accomplished. However, leaders should be alert for the complacency that often accompanies routines.

A-40. It often takes Soldiers and Marines at least one-third of the tour to become effective. Toward the tour's end, leaders struggle against the "short-timer" mentality. Thus, the middle part of the tour is often the most productive. However, leaders must work to keep Soldiers and Marines focused on the mission and attentive to the environment.

EXPLOIT A SINGLE NARRATIVE

A-41. Since counterinsurgency is a competition to mobilize popular support, it pays to know how people are mobilized. Most societies include opinion-makers—local leaders, religious figures, media personalities, and others who set trends and influence public perceptions. This influence often follows a single narrative—a simple, unifying, easily expressed story or explanation that organizes people's experience—and provides a framework for understanding events. Nationalist and ethnic historical myths and sectarian creeds are examples of such narratives. Insurgents often try to use the local narrative to support their cause. Undercutting their influence requires exploiting an alternative narrative. An even better approach is tapping into an existing narrative that excludes insurgents.

A-42. Higher headquarters usually establishes the COIN narrative. However, only leaders, Soldiers, and Marines at the lowest levels know the details needed to tailor it to local conditions and generate leverage from it. For example, a nationalist narrative can be used to marginalize foreign fighters. A narrative of national redemption can undermine former regime elements seeking to regain power. Company-level leaders apply the narrative gradually. They get to know local opinion makers, win their trust, and learn what motivates them. Then they build on this knowledge to find a single narrative that emphasizes the inevitability and rightness of the COIN operation's success. This is art, not science.

HAVE LOCAL FORCES MIRROR THE ENEMY, NOT U.S. FORCES

A-43. By mid-tour, U.S. forces should be working closely with local forces, training or supporting them and building an indigenous security capability. The natural tendency is to create forces in a U.S. image. This is a mistake. Instead, local HN forces need to mirror the enemy's capabilities and seek to supplant the insurgent's role. This does not mean they should be irregular in the sense of being brutal or outside proper control. Rather, they should move, equip, and organize like insurgents but have access to U.S. support and be under the firm control of their parent societies. Combined with a mobilized populace and trusted networks, these characteristics allow HN forces to separate the insurgents from the population.

A-44. U.S. forces should support HN forces. At the company level, this means raising, training, and employing local HN auxiliary forces (police and military). These tasks require high-level clearance, but if permission is given, companies should each establish a training cell. Platoons should aim to train one local squad and then use that squad as a nucleus for a partner platoon. The company headquarters should train an HN leadership team. This process mirrors the development of trusted networks. It tends to emerge naturally with the emergence of local allies willing to take up arms to defend themselves.

CONDUCT CIVIL-MILITARY OPERATIONS

A-45. COIN operations can be characterized as armed social work. It includes attempts to redress basic social and political problems while being shot at. This makes CMO a central COIN activity, not an afterthought. Civil-military operations are one means of restructuring the environment to displace the enemy from it. They must focus on meeting basic needs first. A series of village or neighborhood surveys, regularly updated, are invaluable to understanding what the populace needs and tracking progress in meeting them.

A-46. Effective CMO require close cooperation with national, international, and local interagency partners. These partners are not under military control. Many NGOs, for example, do not want to be too closely associated with military forces because they need to preserve their perceived neutrality. Interagency cooperation may involve a shared analysis of the problem, building a consensus that allows synchronization of military and interagency efforts. The military's role is to provide protection, identify needs, facilitate CMO, and use improvements in social conditions as leverage to build networks and mobilize the populace.

A-47. There is no such thing as impartial humanitarian assistance or CMO in COIN. Whenever someone is helped, someone else is hurt, not least the insurgents. So civil and humanitarian assistance personnel often become targets. Protecting them is a matter not only of providing a close-in defense, but also of creating a secure environment by co-opting local beneficiaries of aid and their leaders.

REMEMBER SMALL IS BEAUTIFUL

A-48. Another tendency is to attempt large-scale, mass programs. In particular, Soldiers and Marines tend to apply ideas that succeed in one area to another area. They also try to take successful small programs and replicate them on a larger scale. This usually does not work. Often small-scale programs succeed because of local conditions or because their size kept them below the enemy's notice and helped them flourish unharmed. Company-level programs that succeed in one AO often succeed in another; however, small-scale projects rarely proceed smoothly into large programs. Keep programs small. This makes them cheap, sustainable, low-key, and (importantly) recoverable if they fail. Leaders can add new programs—also small, cheap, and tailored to local conditions—as the situation allows.

FIGHT THE ENEMY'S STRATEGY

A-49. When COIN efforts succeed, insurgents often transition to the offensive. COIN successes create a situation that threatens to separate insurgents from the populace. Insurgents attack military forces and the local populace to reassert their presence and continue the insurgency. This activity does not necessarily indicate an error in COIN tactics (though it may, depending on whether insurgents successfully mobilized the population). It is normal, even in the most successful operations, to have spikes of offensive insurgent activity.

A-50. The obvious military response is a counteroffensive to destroy enemy's forces. This is rarely the best choice at company level. Only attack insurgents when they get in the way. Try not to be distracted or forced into a series of reactive moves by a desire to kill or capture them. Provoking combat usually plays into the enemy's hands by undermining the population's confidence. Instead, attack the enemy's strategy. If insurgents are seeking to recapture a community's allegiance, co-opt that group against them. If they are trying to provoke a sectarian conflict, transition to peace enforcement operations. The possible situations are endless, but the same principle governs the response: fight the enemy's strategy, not enemy forces.

ASSESS DURING EXECUTION: RECOGNIZE AND EXPLOIT SUCCESS

A-51. Implement the plan developed early in the campaign and refined through interaction with local partners. Focus on the environment, not the enemy. Aim at dominating the whole district and implementing solutions to its systemic problems. Continuously assess results and adjust as needed.

A-52. Achieving success means that, particularly late in the campaign, it may be necessary to negotiate with the enemy. Local people supporting the COIN operation know the enemy's leaders. They even may have grown up together. Valid negotiating partners sometimes emerge as the campaign progresses. Again, use close interagency relationships to exploit opportunities to co-opt segments of the enemy. This helps wind down the insurgency without alienating potential local allies who have relatives or friends among insurgents. As an insurgency ends, a defection is better than a surrender, a surrender better than a capture, and a capture better than a kill.

PREPARE DURING EXECUTION: GET READY FOR HANDOVER FROM DAY ONE

A-53. It is unlikely the insurgency will end during a troop's tour. There will be a relief in place, and the relieving unit will need as much knowledge as can be passed to them. Start handover folders in every platoon and specialist squad immediately upon arrival, if they are not available from the unit being relieved. The folders should include lessons learned, details about the populace, village and patrol reports, updated maps, and photographs—anything that will help newcomers master the environment. Computerized databases are fine. Keep good back-ups and ensure a hard copy of key artifacts and documents exists. Developing and keeping this information current is boring, tedious work. But it is essential to both short- and long-term success. The corporate memory this develops gives Soldiers and Marines the knowledge they need to stay alive. Passing it on to the relieving unit does the same for them. It also reduces the loss of momentum that occurs during any handover.

ENDING THE TOUR

A-54. As the end of the tour approaches, the key leadership challenge becomes keeping the Soldiers and Marines focused. They must not drop their guard. They must continue to monitor and execute the many programs, projects, and operations.

A-55. The tactics discussed above remain applicable as the end-of-tour transition approaches. However, there is an important new one: keep the transition plan secret. The temptation to talk about home becomes almost unbearable toward the end of a tour. The local people know that Soldiers and Marines are leaving and probably have a good idea of the generic transition plan. They have seen units come and go. But details of the transition plan must be protected; otherwise, the enemy might use the handover to undermine any progress made during the tour. Insurgents may stage a high-profile attack. They may try to recapture the populace's allegiance by scare tactics. Insurgents will try to convince the local populace that military forces will not protect them after the transition. Insurgents may try to persuade the local populace that the successor unit will be oppressive or incompetent. Set the follow-on unit up for success. Keep the transition plan details secret within a tightly controlled compartment in the headquarters. Tell the Soldiers and Marines to resist the temptation to say goodbye to local allies. They can always send a postcard from home.

THREE "WHAT IFS"

A-56. The discussion above describes what should happen, but things do go wrong. Here are some "what ifs" to consider.

WHAT IF YOU GET MOVED TO A DIFFERENT AREA?

A-57. Efforts made preparing for operations in one AO are not wasted if a unit is moved to another area. In mastering the first area, Soldiers and Marines learned techniques applicable to the new one. For example, they know how to analyze an AO and decide what matters in the local society. The experience provides a mental structure for analyzing the new AO. Soldiers and Marines can focus on what is different, making the process easier and faster. They need to apply this same skill when they are moved within battalion or brigade AOs.

WHAT IF YOU HAVE NO RESOURCES?

A-58. Things can be things done in a low-priority AO. However, commanders need to focus on self-reliance, keeping things small and sustainable and ruthlessly prioritizing efforts. Local leaders can help. They know what matters to them. Commanders should be honest with them, discuss possible projects and options, and ask them to recommend priorities. Often commanders can find translators, building supplies, or expertise. They may only expect support and protection in making their projects work. Negotiation and consultation can help mobilize their support and strengthen social cohesion. Setting achievable goals is key to making the situation work.

WHAT IF THE THEATER SITUATION SHIFTS?

A-59. Sometimes everything goes well at the tactical level, but the theater situation changes and invalidates those efforts. When that happens, drop back a stage, consolidate, regain balance, and prepare to expand again when the situation allows. A flexible, adaptive plan helps in such situations. Friendly forces may have to cede the initiative for a time; however, they must regain it as soon as the situation allows.

SUMMARY

A-60. This appendix has summarized one set of tactics for conducting COIN operations. Like all tactics, they need interpretation. Constant study of the AO is needed to apply them to the specific circumstances a unit faces. Observations and experience helps Soldiers and Marines apply them better. Whatever else is done, the focus must remain on gaining and maintaining the support of the population. With their support, victory is assured; without it, COIN efforts cannot succeed.

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Appendix B

Social Network Analysis and Other Analytical Tools

Situational understanding involves determining the relationships among the factors of METT-TC. This appendix discusses several tools used to describe the effects of the operational environment and evaluate the threat. One of the most important of these is social network analysis, a powerful threat evaluation tool. Commanders and staffs use these tools to help them understand the operational environment. This understanding facilitates making decisions and developing plans and orders.

DESCRIBE THE EFFECTS OF THE OPERATIONAL ENVIRONMENT

B-1. Describing the effects of the operational environment requires an analysis of the terrain, weather, and civil considerations. This discussion addresses terrain and civil considerations at length because of their importance in a counterinsurgency (COIN) environment. Terrain and civil considerations have distinct aspects in COIN that analysts must understand to effectively describe the operational environment. Imagery, geospatial analysis tools, overlays, and graphics can help depict these aspects.

DESCRIBE TERRAIN EFFECTS

B-2. As in conventional operations, terrain analysis in COIN includes examining the terrain's effects on the movement of military units and enemy personnel. However, because COIN focuses on people, terrain analysis usually centers on populated areas and the effects of terrain on the local populace. During COIN operations, Soldiers and Marines spend a lot of time in suburban and urban areas interacting with the populace. This battlefield is three dimensional. Multistory buildings and underground lines of communications, such as tunnels and sewers, can be very important. Insurgents also use complex natural terrain to their advantage as well. Mountains, caves, jungles, forests, swamps, and other complex terrain are potential bases of operations for insurgents. (See FM 34-130 for additional information on terrain analysis. See FMI 2-91.4 for terrain analysis in urban operations.)

B-3. An important terrain consideration in COIN is urban and suburban land navigation. This can be difficult in areas without an address system and in cities where 10-digit grids may not be accurate enough to locate a specific apartment. Knowledge of how local people find one another's houses and what type of address system they use are beneficial. Recent, accurate maps that use overhead imagery are also helpful. In addition, tourist maps and locally produced maps facilitate understanding the names local people use to describe places.

Military Aspects of Terrain for Counterinsurgency

B-4. At the tactical level, Soldiers and Marines consider different details of the military aspects of terrain to describe the operational environment.

- **Observation and fields of fire**. In COIN operations, Soldiers and Marines look for areas with good fields of fire that may serve as ambush points. In addition, they also consider different ways insurgents might observe them. These ways include surveillance, the use of spies and infiltrators, and locations with line of sight on counterinsurgent positions.
- **Avenues of approach**. Insurgents use any means possible to get into counterinsurgent installations. Possible entry points include sewers, rooftops, roads, and sidewalks. Insurgents exploit their ability to blend with the populace. They may try to infiltrate by posing as contractors working for counterinsurgents or the host-nation (HN) government. Along border regions, insurgents

may use smuggling routes to move people and materiel in and out of the country. An additional avenue of approach to consider is how insurgents influence public opinion.

- **Key terrain**. Tactically, key terrain may be important structures, economically and politically important areas, areas of religious or cultural significance, access control points, and lines of communications.
- **Obstacles**. In addition to terrain obstacles, obstacles in a COIN environment include anything that hinders insurgent freedom of operation or counterinsurgent operations. Traffic control points, electronic security systems, and guard plans are examples of obstacles to insurgents. Use of places protected under rules of engagement, translators, the ability to communicate with the populace, culture, and politics may all be obstacles for U.S. and HN government forces.
- **Cover and concealment**. In COIN, cover and concealment includes the means by which insurgents hide themselves and their activities. These include using disguises and false identification badges, and hiding supplies underground or in buildings.

Geospatial Intelligence

B-5. Geospatial intelligence (GEOINT) is the intelligence derived from the exploitation, analysis, and fusion of imagery with geospatial information to describe, assess, and visually depict physical features and geographically referenced activities in an area of operations (AO). GEOINT consists of imagery, imagery intelligence, and geospatial information. Geospatial information and services remains a core mission of the engineer branch and provides the foundation for GEOINT. Imagery intelligence remains a core mission of the military intelligence branch and provides the intelligence layers and analytic fusion for GEOINT. The result is digitally integrated intelligence products that support all-source analysis, planning, decision making and support to current operations.

Geospatial Tools

B-6. Geospatial products (tools) that can be provided by the geospatial information and services team include the following:

- Terrain databases.
- Special terrain studies and products prepared by U.S. or HN agencies, and special maps, charts, and geodetic studies.
- Current photography.
- Real-time terrain reconnaissance.
- Terrain factor matrices.

Imagery

B-7. Imagery products include both aerial photography and satellite imagery. In many cases, aerial reconnaissance platforms, such as unmanned aircraft systems, respond directly to commanders. This practice aids timely, focused data collection. Each collection system has its own capabilities. The situation determines whether black and white or infrared imagery offers the better view of a target. (Figure B-1 shows an example of an imagery product.)

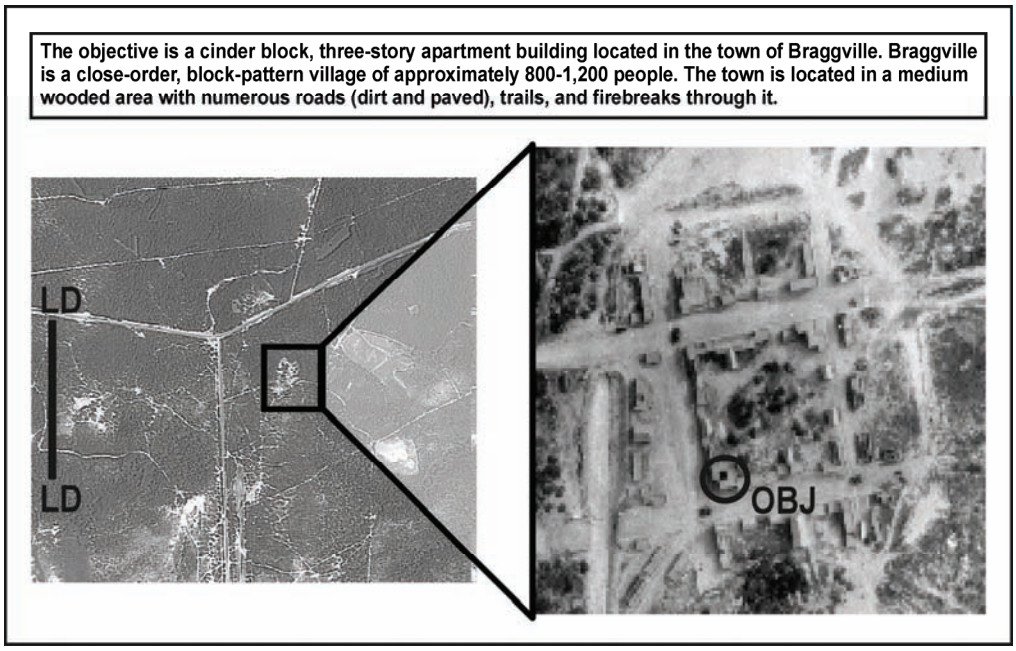

Figure B-1. Example imagery photograph

B-8. A key element in future operations may be the imagery downlink capabilities of space-based intelligence collection platforms. Space-based systems use state-of-the-art spectral, infrared, electro-optical, and synthetic aperture radar imaging. They can provide important information. Data collected from such sources is transferred in a digital format that can be manipulated to address specific requirements. Intelligence staffs remain aware of the capabilities and limitations of these systems and the procedures for requesting this support.

B-9. Advanced GEOINT products are produced using any combination of imaging platforms—visible, infrared, radar, or spectral—depending on requestor needs. These products have many applications. Presenting imagery in an oblique perspective by combining it with digital terrain elevation data provides a perspective view. Spectral imagery uses heat distribution patterns and changes in a scene imaged at various times to discover and distinguish manmade from indigenous activity. Other uses include facility analysis, structural analysis, target detection, soil analysis, and damage assessment.

DESCRIBE CIVIL CONSIDERATIONS (ASCOPE)

B-10. *Civil considerations* concern the manmade infrastructure, civilian institutions, and attitudes and activities of the civilian leaders, populations, and organizations within an area of operations influence the conduct of military operations (FM 6-0). Because the purpose of COIN is to support a HN government in gaining legitimacy and the support of the populace, civil considerations are often the most important factors to consider during mission analysis.

B-11. Civil considerations generally focus on the immediate impact of civilians on operations in progress. However, at higher levels, they also include larger, long-term diplomatic, informational, and economic issues. At the tactical level, civil considerations directly relate to key civilian areas, structures, capabilities, organizations, people, and events within the AO. These characteristics are represented by the memory aid ASCOPE. Socio-cultural factors analysis, discussed in paragraphs 3-19 through 3-73, provides a more in-depth evaluation of civil considerations.

Areas

B-12. Key civilian areas are localities or aspects of the terrain within an AO that have significance to the local populace. This characteristic approaches terrain analysis from a civilian perspective. Commanders analyze key civilian areas in terms of how they affect the missions of individual units as well as how military operations affect these areas. (Table B-1 lists examples of key civilian areas.)

Table B-1. Examples of key civilian areas

- Areas defined by political boundaries, such as—
  - Districts or neighborhoods within a city.
  - Municipalities within a region.
  - Provinces within a country.
- Areas of high economic value, such as industrial centers, farming regions, and mines.
- Centers of government and politics.
- Culturally important areas.
- Social, ethnic, tribal, political, religious, criminal, or other important enclaves.
- Trade routes and smuggling routes.
- Possible sites for the temporary settlement of dislocated civilians or other civil functions.

Structures

B-13. Analyzing a structure involves determining how its location, functions, and capabilities can support operations. Commanders also consider the consequences of using it. Using a structure for military purposes often competes with civilian requirements. Commanders carefully weigh the expected military benefits against costs to the community that will have to be addressed in the future. (Table B-2 lists examples of important structures in an AO.)

Capabilities

B-14. Capabilities can refer to the ability of local authorities—those of the host nation or some other body—to provide a populace with key functions or services. Commanders and staffs analyze capabilities from different perspectives but generally put priority on understanding the capability of the HN government to support the mission. The most essential capabilities are those required to save, sustain, or enhance life, in that order. Some of the more important capabilities are—

- Public administration—effectiveness of bureaucracy, courts, and other parts of the HN government.
- Public safety—provided by the security forces and military, police, and intelligence organizations.
- Emergency services—such agencies as fire departments and ambulance services.
- Public health—clinics and hospitals.
- Food.
- Water.
- Sanitation.

Organizations

B-15. Organizations are nonmilitary groups or institutions in the AO. They influence and interact with the populace, counterinsurgents, and each other. They generally have a hierarchical structure, defined goals, established operations, fixed facilities or meeting places, and a means of financial or logistic support. Some organizations may be indigenous to the area. These may include—

- Religious organizations.
- Political parties.
- Patriotic or service organizations.